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ABSTRACT

The goal of school reform in Oakland (California) is a learning environment that enables all students to be competent, confident, conscious, and caring individuals and holds the school accountable for the delivery of equal education. The following conditions are essential: (1) effective school leadership; (2) rigorous, challenging curriculum and instruction; (3) effective staff; (4) parent participation; (5) safety and security; and (6) district leadership. The following problems must be overcome: (1) low expectations of students; (2) inadequate funding; and (3) poor teacher preparation. The following change strategies are outlined: (1) build a system of staff renewal; (2) construct a system of accountability for student outcomes; (3) make effective and equitable use of personnel and resources; (4) demand honest assessment, aligned with community expectations, that charts a course of action; (5) use communication to empower all participants in the teaching and learning process; (6) promote the coordination of multiple community resources to respond to the life circumstances of students; and (7) commit to the principle of equity in the allocation and development of resources. The following materials are appended: (1) school statistical data presented in 17 tables, 13 graphs, and one map; (2) descriptions of exemplary staff development, student support, and parent involvement programs; (3) overcrowding and underutilization considerations; (4) an explanation of school finances; and (5) a list of participants. (FMW)

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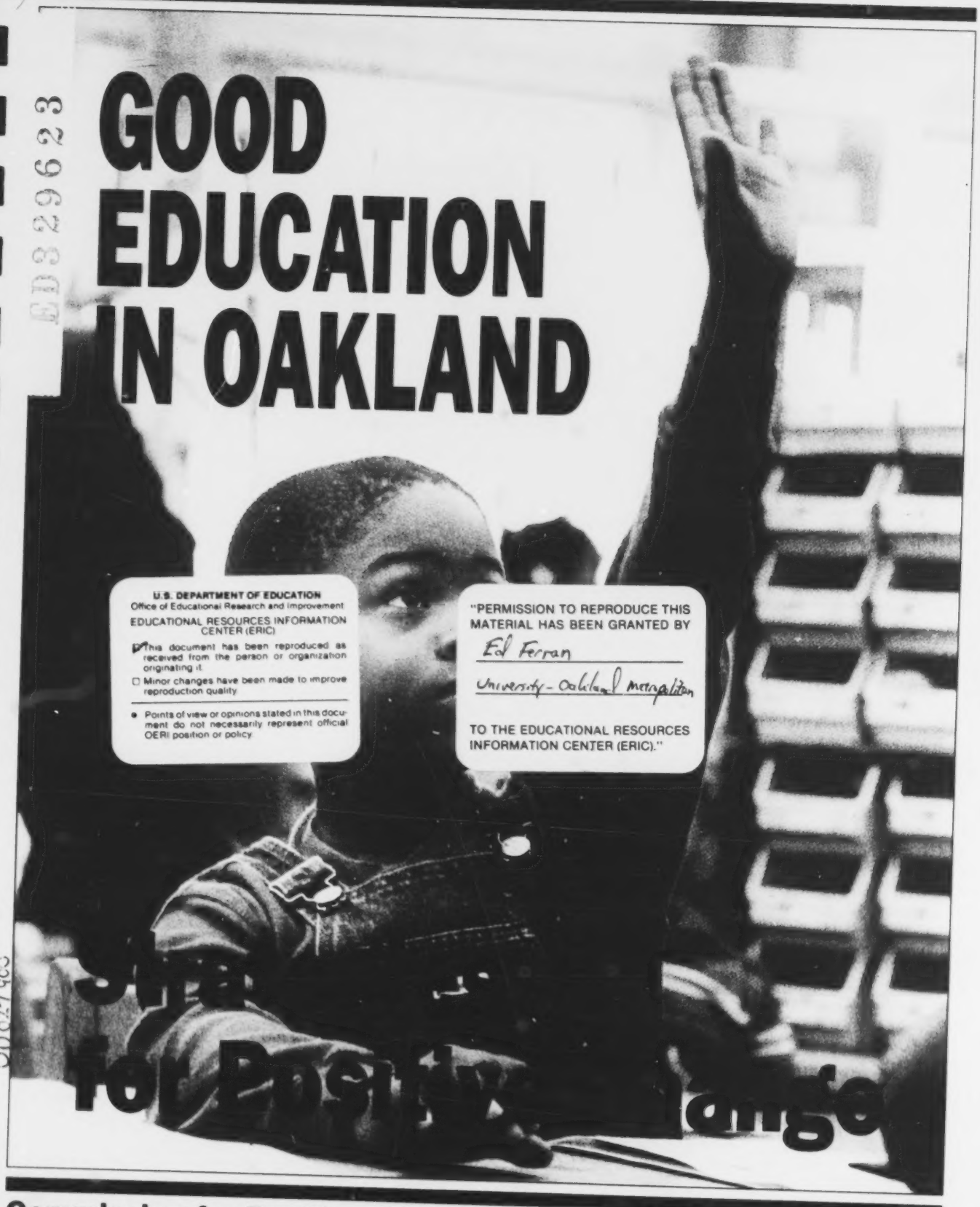
GOOD EDUCATION IN OAKLAND



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Commission for Positive Change in the Oakland Public Schools

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Good Education in Oakland: Strategies for Positive Change

Commission for Positive Change in the Oakland Public Schools

September 1990

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The fact-finding phase of the Commission's work provided a base of knowledge about the Oakland public schools. This was done by participants on six panels: Education and Instruction, Administration and Management, the Teaching Profession, Finance, Structures and Schools in the Larger Community. We thank the scores of people—parents, teachers, principals, academics, business and community leaders—who devoted countless hours to assess the current conditions of the school district and present options for change. Their names are provided in Appendix E-1.

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With deep gratitude,

Angela Glover Blackwell
Co-Chair

Charles E. Schwyn

Charles Schwyn
Co-Chair

On behalf of the Commission for Positive Change in the Oakland Public Schools

There Is No Wizard

A STORY OF TRIUMPH

You remember the story: Dorothy, injured in a tornado, falls into unconsciousness and has an elaborate dream in which she travels to the land of the Munchkins where she seeks help in finding her way back home to Kansas. The Munchkins give Dorothy a pair of magic slippers and instruct her to "follow the yellow brick road" to Emerald City where she will find the Wizard who can help her get home.

Along the way Dorothy meets a Scarecrow, a Tinman and a Lion. Each longs for something. The Scarecrow wants a brain; the Tinman wants a heart; and the Lion wants courage. Dorothy invites them to come with her in the hope that the Wizard can fulfill their wishes.

Dorothy and her new friends face numerous trials and tribulations on the road to Emerald City. The Wizard promises to grant their requests only if they can conquer the wicked witch. Together they overpower the witch, only to face disappointment upon finding that the Wizard is not a wizard, but a mere mortal.

In meeting the challenge, though, the foursome realized that they had within themselves the capacity to be what they wanted to be. The Scarecrow, who emerged as the strategist, had indeed proven that he had a brain. The Tinman, worrying and fretting about the well being of the others, had demonstrated his compassion. The Lion had forgotten his fears in the face of extreme danger. And Dorothy had only to wake up, since she had never really left home at all.

Perhaps the strongest lesson is about unleashing your potential by daring to dream. First you have to believe that what you want to happen, can happen: you must be able to visualize it. ("Maybe the Wizard could give me a brain.") Then you have to lay out a plan for how you're going to achieve what you want. ("We'll follow the yellow brick road and ask the Wizard to help us.") But the story shows us that the best plans are those that lead to deeper understanding of our strengths and greater capacity to use our own resources. To achieve success you have to work hard and ultimately believe in yourself.

These basic truths apply to institutions as well as individuals. The Oakland Unified School District has languished for many years as a less than outstanding institution. It has not set goals of excellence for itself or for its students. When people from time to time have verbalized high expectations, these have not been accompanied by a shared vision for all students and a plan of action. Many of those who have wished for excellence in the Oakland public schools have sought to rely on wizards in the form of a superintendent, a trustee, a new test or technology.

There is no wizard. If the Oakland public schools are going to change, it is up to the people who make up the school district and those who depend upon it to demand and work for change. There is no need to put new brains in our children; they already have perfectly good brains that need only to be challenged. We don't need new hearts to rid the district of racism, low expectations, and defeatism. What we must do is set standards for behavior and accountability with consequences for those who cannot or will not produce the results we seek. We don't need a single courageous leader to provide us with vision and direction. We are more capable than anyone of visualizing what we want for our children and developing plans and strategies for achieving our goals.

It's time for the people of Oakland to click our heels three times and wake up. We can create excellence throughout our district. We have the power to do that. There is no wizard. And there's no place like home.

CHAPTER 1

Introduction: Reason for Hope

A year ago, the Commission for Positive Change in the Oakland Public Schools formed in response to the crises surrounding a budget deficit, allegations of scandal and a frustrating search for a superintendent. The Commission quickly learned from the Oakland community that the real and important issue was, and is, good education for all children. As a result, the Commission's work has focused on defining what we mean by good education and on creating strategies for the Oakland public schools to provide children with an education that prepares all of them to meet the challenges of higher education, work and full participation in society.

This report charts a course to good education. However, the report is merely the second step in a four part process designed to create positive change. The process began with an assessment. The Commission convened community meetings, public hearings and fact-finding panels to learn what the community wants and expects and the facts about the Oakland public schools. Step two has been the development of the goals, strategies and information presented in this report. The report represents a synthesis of what we have learned through the assessment process. It identifies what must be achieved and calls for agreement on what must be done to bring about positive school change.

At this stage, we have not allowed our vision to be inhibited by limitations. We fully recognize that some of what we recommend will require more money; some will require negotiation through collective bargaining with various unions; and there are

other considerations. This report is about what must be done. In the next phases, the district, together with the community, will attend to how it can be done.

Those next phases, implementation planning and implementation, will require that the school district take the lead to develop the specifics of "who," "how," and "how much," and a timetable for implementing strategies for positive change as part of the district's five year educational and fiscal plan. The Commission will work with the district to develop the implementation plan and to locate the resources needed to fulfill our mutual ambitions. With a vision, a plan and resources aligned, the district can begin implementation and the community can expect to see change and measurable improvement. Together, we must persist until positive change is realized.

Why do we think the community and schools can create positive change? First, we *intend* to create change and we are committed to creating change. We see a national and local atmosphere ripe for change. If Oakland is to flourish, our schools must flourish. If the nation is to remain competitive, schools must improve. The Commission has learned that this community is determined to provide support and apply pressure at whatever levels may be required to see that positive change comes about. Moreover, the work we have done to this point convinces us that the district has already begun working with the Oakland community and has demonstrated that it is receptive and open to the prospect of positive change.

Most convincing, perhaps, are the specific signs and places where positive change is already occurring. Before the Commission was formed, the district and the community joined forces to save and improve the school district's early childhood programs when the state threatened their closure. Widespread agreement on the tremendous value of the programs for our children provided the foundation for a focused and determined effort to assess and understand the problems, reach agreement on solutions, and make and carry out a plan implementing those solutions. In just a year's time, that collective effort has produced a remarkable turnaround. Today the district's early childhood programs are regarded as exemplary, a model in the state.

There is more good news. During the past six years, the district had six superintendents. Today, the district's educational leader is empowered to handle district management and has a five year contract to guide our schools. New management has already meant new approaches. For instance, the budget development process, historically last-minute and confusing, was presented to the board and the community with clarity and well ahead of the due date. The school year began, not with eleventh hour layoffs and recalls, but with newly recruited, energetic administrative

personnel and about 250 new teachers. These newcomers to the district join a dedicated cadre of existing staff that has sustained the educational process in Oakland through an era of turmoil, mistrust and scarcity. Many of these people have been key contributors to the Commission process; many others have expressed their optimism and hope for a system that can fully support its students and gain the community's confidence and pride.

Programmatic changes are evident, too. For the first time in five years, a curriculum department is in place, working to refine and refresh the content of what is taught in Oakland classrooms. A comprehensive health and safety committee, established to provide for the non-academic social and health needs of students, has targeted $1.4 million in the first phase of programming for student support. In addition, much of what fell victim to the budget axe last year—such as music programs and sports—has been restored. There, is doubtless, more that should be mentioned here, but the fact is that change is occurring rapidly and on so many fronts that a comprehensive listing would swiftly fall out of date. These examples are enough to show why we feel hopeful.

Positive change is within our grasp. But we feel a sense of urgency: today's twelfth graders will be tomorrow's graduates—what will we have done to assure their success? Today's preschoolers will be tomorrow's first graders and will we have ready all that they need? The Commission advocates that we must serve all the children and that tomorrow is not soon enough. In this report we have laid out our community's goal, a vision of the conditions that must exist to attain our goal, and strategies for achieving the conditions. This community's aspirations for our children are high. We recognize that the schools alone cannot do all that we want, but, we are convinced that the schools and the community working together can. We will settle for no less.

In the chapters that follow, we describe the standards to which the community will hold our public schools accountable and the strategies we must pursue together to achieve them.

Report Summary

Chapter 2 sets out our goal: success for students.

We expect the Oakland public schools to provide a learning environment that enables all students to be competent, confident, conscious and caring individuals. By that we mean the following:

- **Competent** students demonstrate a level of academic and social skill sufficient to perform well and reach their full potential.

- **Confident** students exhibit a self-assurance that is reflected by curiosity and a strong belief in their ability to excel in a variety of settings.

- **Conscious** students are knowledgeable and proud of their ethnicity, heritage and traditions, as well as respectful and appreciative of others. They understand their roles as contributors to their communities and the larger society.

- **Caring** students exhibit compassion for others, recognize their role as models for younger children and take responsibility for securing a better future.

We have pinpointed the challenge: creating a school system that serves all the students well; and we call that equitable education:

> *Equitable education means more than offering all students the same opportunity to attend schools that receive the same resources. It means providing for the learning needs of individual students to assure their success. A school system is equitable when students of every race, ethnicity, culture, language and income achieve at high levels and graduate. Equity extends to every student fairness, justice and the unbiased opportunity to succeed.*

Chapter 3 describes our vision: schools where students succeed. The conditions identified as necessary for productive teaching and learning are described:

1. Effective School Leadership: Effective leadership—through team work—marshals staff and resources around a common vision of high academic achievement for all students.

2. Rigorous, Challenging Curriculum and Instruction: Teaching actively engages and inspires students and effectively transmits the skills, attitudes and competencies that are necessary to prepare them for full participation in the civic, economic and cultural life of the community.

3. Effective Staff: Effective staff guides students through the learning process, challenging students to try their best, motivating them to persist and helping them to succeed.

4. Parents As Partners: Parents, as partners in the teaching and learning process, send the vital message that students' efforts and accomplishments are important.

5. Safety and Security: A safe and secure school environment assures the physical and emotional well-being necessary for learning.

6. Outstanding District Leadership: Outstanding district leadership maneuvers within budget constraints, seizes revenue opportunities and sets and carries out fair, informed policies driven always by student needs and outcomes.

In Chapter 4, the Commission recommends strategies for positive change:

I. *Staff Development: Build a system of staff renewal as the centerpiece for positive change*. This requires that the district acknowledge that its most important resources are its people. Therefore, staff development must reach all district employees, persist over time, be tailored to staff-identified needs and to the district goal of high academic achievement for all students.

II. *Accountability: Construct a System of Accountability for Student Outcomes*. This requires the district to have precise definitions of roles and responsibilities, to vest authority that matches the scope of responsibility, and to develop clear standards of evaluation with appropriate consequences.

III. *Planning: Make Effective and Equitable Use of Personnel and Resources through Planning*. This requires the district to coordinate central and school site planning and provide adequate time and the technical support needed to institute the use of planning as an essential management tool that drives the district toward excellence.

IV. *Assessment: Demand Honest Assessment, Aligned with Community Expectations, That Charts a Course of Action.* This requires the district to set goals that reflect high expectations, then monitor progress and make informed decisions on the basis of objective data. These informed decisions must discard failures, strengthen efforts that show potential and replicate successes.

V. *Communication: Use Communication to Empower All Participants in the Teaching and Learning Process*. This requires the district to provide clear, timely, complete information which allows for a respectful, informed dialogue that engages students, school staff, parents, other caregivers, central administration and the board.

VI. *Support for Students: Promote the Coordination of Multiple Community Resources to Respond to the Life Circumstances of Students*. This requires the district to collaborate with other agencies and community partners. The district and its prospective partners must have a thorough understanding of student needs and must approach collaboration with thought, cultural openness, and a recognition of the community's strengths and expertise.

VII. *Resource Management: Commit to the Principle of Equity in the Allocation and Development of Resources.* This requires the district to target existing personnel and financial resources, aggressively seek additional resources to improve outcomes for all students and ensure equitable results among the schools.

Chapter 5 describes the Commission's role alongside the district as resource developer and monitor for positive change, and brings the focus of collective efforts of the district, Commission and community to the implementation of positive change for our students.

CHAPTER 2

Our Goal: Success for Students

"The purpose of education is to transmit from one generation to the next, the accumulated wisdom and knowledge of the society, and to prepare the young people for their future membership in society and their active participation in its maintenance and development."

Julius K. Nyerere

The people of Oakland share a common goal. We want the best for our children. Our children are our hearts, whether small and under foot, sassy and struggling for social acceptance, or grown and gone from home. Their laughter lifts us; their sorrows grieve us; their dreams are our dreams. School is the institution that we entrust—for twelve years or more—with the job of helping our children to grow and realize their dreams. This is the promise of American education: to take our children as it finds them and educate them.

To deliver on the promise, schools must help students to acquire the attributes necessary to succeed in school and beyond. The learning environment must enable all students to be competent, confident, conscious and caring individuals. By that we mean the following:

- **Competent** students demonstrate a level of academic and social skill sufficient to perform well and reach their full potential.

- **Confident** students exhibit a self-assurance that is reflected by curiosity and a strong belief in their ability to excel in a variety of settings.

- **Conscious** students are knowledgeable and proud of their ethnicity, heritage and traditions, as well as respectful and appreciative of others. They understand their roles as contributors to their communities and the larger society.

- **Caring** students exhibit compassion for others, recognize their role as models for younger children and take responsibility for securing a better future.

We must support our schools and hold them to a high standard of fairness and excellence to insure that all of our children acquire these attributes and with them, the opportunity to reach the goal we hold for them.

THE MANDATE: EQUITY IN EDUCATION

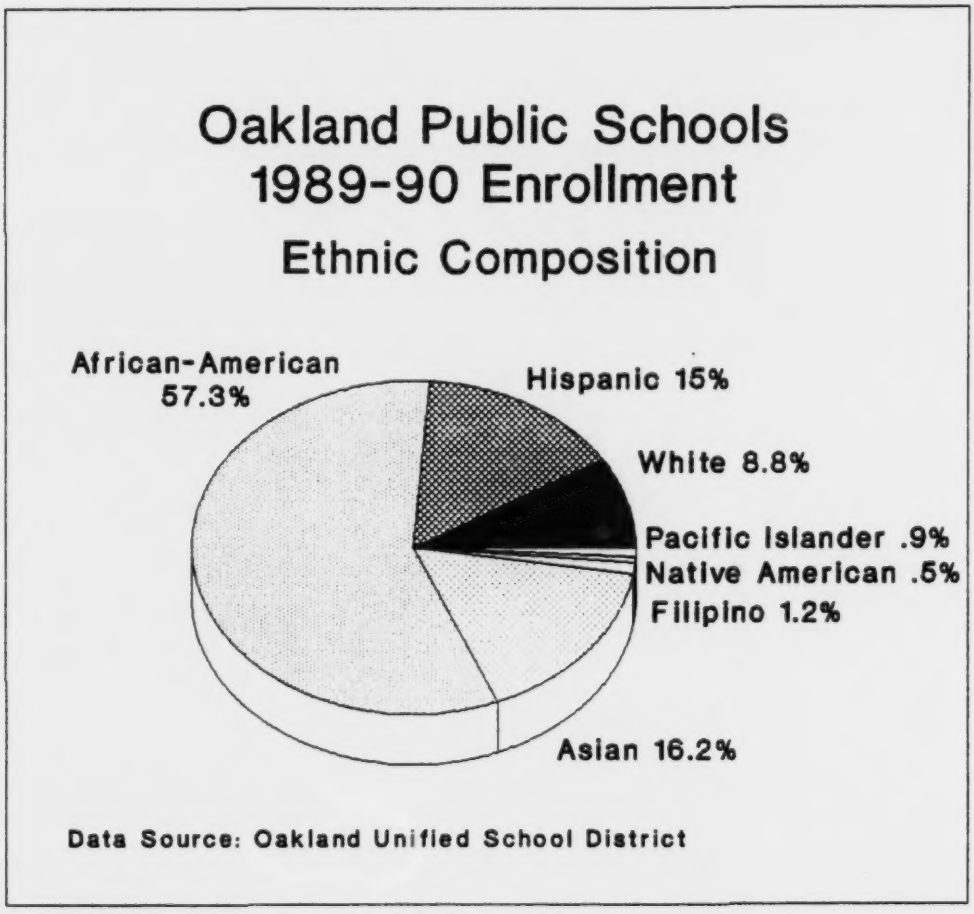
Who are the children served by the Oakland public schools?

The city of Oakland is richly diverse and celebrates the many cultures and languages of its families. Asian, Hispanic, and African American cultures and traditions are practiced alongside Native American and Caucasian traditions in homes and neighborhoods throughout the community. Many Oakland residents were born here; many have arrived as immigrants, migrants, exiles, or seeking asylum. The vitality of Oakland's diversity is evident in its neighborhood businesses and organizations, churches and religious groups, community service agencies, parks and public events, and in its schools.

The majority of Oakland's 50,000 public school students are African American, and they go to school with a growing population of Southeast Asian and Hispanic students and others representing a wealth of languages and nationalities. More than 90% of Oakland's students are children of color. While most students speak English, 55 primary languages other than English are also spoken and nearly a fourth of the students are not yet fluent in English. Oakland's student population comes from more than 40 different countries.

Oakland's diversity is complemented by its prosperity. In contrast to many eastern and midwestern cities, Oakland's economy has survived the shift from manufacturing to service jobs. The city's ethnically diverse and sizeable middle class has continued to flourish, and families enjoy an extraordinary degree of home ownership. There are also many families who are less well off. Nearly half of Oakland public school stu-

dents live in low-income households receiving Aid to Families with Dependent Children. All ethnic groups are represented among the city's varied income levels; families in all parts of the city send their children to Oakland public schools.



Throughout the school district, there are children touched by hardships: traumas of divorce, drug abuse and family dysfunction. There are children being raised by grandparents or others who have taken on parenting as a result of family crisis. Children are also raising children: in 1988, there were 1,023 births to teenagers in Oakland. This year's school enrollment includes about 100 pregnant or parenting students who are being served by the district's Comprehensive Teenage Pregnancy and Parenting Program; the program must grow rapidly to accommodate the need.

Some children are entering school for the first time at ages 7, 8, 9 or older, misfits among the first graders but not ready for schooling with their peers. Children from families where languages other than English are spoken arrive at school capable and full of ideas, but they need the support of bilingual adults and peers. Some immigrant children need to overcome memories of war and separation. Some families move often, uprooting the children from home and changing schools in mid-semester. "Home" may have a different meaning, too. A growing number of children reside in out-of-home placements: the county's foster care caseload nearly doubled during the last six years, and still other children and youth were placed by county probation, mental health and social service agencies. Some children are homeless.

Many of the students' life circumstances pose obstacles to classroom learning. However, it is not for the purpose of shielding schools from criticism or to excuse failures that we talk about them. Rather, it is to help the district and the community to better understand where resources must be focused, what we must address, and what must be overcome to fulfill the obligation to educate all the children. The goals expressed earlier are goals that we hold for these children too.

In the course of listening first-hand to what the community expects from the schools, commissioners heard repeated concerns about equity. Inequities are perceived between schools in the hills and schools in the city's flatlands; and different ethnic groups are perceived to have qualitatively different school experiences. The standard to which we will hold our district is the delivery of equitable education:

> *Equitable education means more than offering all students the same opportunity to attend schools that receive the same resources. It means providing for the learning needs of individual students to assure their success. A school system is equitable when students of every race, ethnicity, culture, language and income achieve at high levels and graduate. Equity extends to every student fairness, justice and the unbiased opportunity to succeed.*

THE FACTS: GOOD NEWS AND BAD*

How well are Oakland schools serving the students?

The Commission decided to address the issue of equity head-on, and began by asking a series of questions about student outcomes, resources that are allocated to the schools, and teaching and discipline practices in the schools. Some of the questions could not be answered with available data; other questions were not asked that should have been. Some data have not yet been analyzed and some findings are inconclusive. In many instances, the data raise more questions than they answer. However, a picture is emerging.

School Performance and Student Outcomes

To get a sense of the overall quality of education offered in Oakland public schools, we compared Oakland schools' performance with the performance of schools in other California districts on statewide tests. To determine whether education within Oakland is equitable, we compared and analyzed student outcomes among the Oakland public schools in terms of geography (hills versus flatlands) and ethnicity.

How do Oakland schools fare in comparison to other districts statewide?

During the last three years, 25 Oakland public schools ranked at or above statewide averages in reading or mathematics when measured by the California Assessment Program. Of the 25, 21 are elementary schools, three are middle or junior high schools and one is a high school. Among those schools, eight elementary schools and one junior high school consistently rank in the top one-fifth of all schools statewide. (These figures are based on data from 59 elementary schools, 16 middle and junior high schools and the 6 comprehensive high schools. They do not include the alternative or continuation schools.)

* See Appendix A for background information and analyses of the Oakland public school facts discussed in the chapter.

How far are we from a school system that serves all its children? Looking at student outcomes, we asked these questions:

- How are the schools that perform above average distributed in the district between the hills and the flatlands?*

- Within schools that surpass the average, who are the students that are performing well?

(See Appendix A-6 for discussion of student outcomes.)

Among the 25 schools performing at or above the state average, 17 are located in the hills, 6 are in the flatlands and 2 serve students from both the hills and the flatlands. To look more closely at the district in terms of hills and flatlands, we focused on the elementary schools. While 32% of all elementary schools are in the hills, the hill schools account for 81% of all elementary schools that perform better than average. Flatland schools comprise 61% of district elementary schools, but account for 29% of schools performing above average.

We analyzed student test scores within all the schools performing *above* average to learn how the ethnic groups fare. In an equitable system, we would expect each ethnic group to have the same representation of students performing at or above average. In virtually every instance, we found a majority in each ethnic group did perform above average. However, students who are white were more likely to surpass the average than students of other ethnic groups, followed by Asian students, with Latino students less likely and African American students least likely to outperform the average. Among elementary schools with performance hovering just below average, we found Latino and African American students twice as likely as their white or Asian counterparts to perform below average.

Looking at all district students in selected grades, we found the following: in the third grade, 77% of white students in the district scored better than average, with 2/3 of those scoring in the top 25%. In contrast, 70% of African American and Asian students scored below average (below 50), as did 83% of Latino students. By the eighth grade, all groups show slight improvement, but at the twelfth grade, the

* For purposes of analysis, the district has been divided into "hills" and "flatlands," separated by MacArthur Boulevard and Broadway or College Avenue. Schools with attendance areas falling both above and below the border are treated independently. A listing of the elementary schools as we have divided them into hills, border and flatlands, is provided in Appendix A-3.

disparities are severe: 77% of white students ranked above average, with more than three-fourths of those scoring in the top 25%; on the other hand, 66% of African Americans, 69% of Asians and 68% of Latinos scored below average, with the majority of all three groups scoring in the bottom 25%.

Implications of low performance become concrete when we look at student outcomes from high school. The admission standards for the California State University system require at least a 2.0 grade point average and a satisfactory score on an aptitude test. Among Oakland high school white and Asian students, average grade points for 1988-89 met the California State University standard for admission, while African American and Hispanic average grade points fell below the standard. College-going rates for graduating seniors showed white and Asian students twice as likely as African American or Hispanic students to go on to state-run four year college.

Graduation rates show a differential, as well. In 1989 African American and Hispanic students graduated at rates significantly lower (45.4% and 56.4% respectively) than white and Asian students (69.9% and 60.2% respectively). This does not mean that all who did not graduate dropped out. Though it is likely that the majority probably did. Drop out rates are difficult to determine. Oakland administrators point out that although the state maintains data only for grades 10-12 for that purpose, research shows that students actually begin dropping out as early as the 7th grade. The district plans to begin collecting data at the 7th grade and to aggressively pursue practices designed to dramatically improve the graduation rate. Although students who drop out may be criticized for their conduct, schools must take responsibility for preventing students from reaching the point that such a poor choice becomes an attractive option.

The indicators of student outcome show that some schools throughout the district are surpassing state averages, but most are in the hills. Moreover, while there are students of every ethnic group who surpass state averages, white students are more likely than their peers to outperform the state averages.

Resources and Practices

Why these differing results? To understand the similarities and differences between hill and flatland schools, we took a blind look at all the elementary schools in terms of several characteristics, ranked them from better to worse and only at that point, identified which schools were in the hills and which were in the flatlands. We looked at resources that the district provides to schools: capacity of facilities; ratio of adults to students; ratio of bilingual teachers to LEP students; distribution of mentor teachers; class size. We also looked at the budget allocations for schools and the formulas by which funds are distributed among schools in the district. Lastly, we looked at indicators of teaching and discipline practices.

The overall picture in terms of district resources is this:

- Budget and staffing allocations appear to follow per student formulas for the general (unrestricted) budget that do not favor any geographic region.

- Schools with a high concentration of low income students performing below average that fit the eligibility formula, do receive additional funding to serve low performing students.

- Mentor teachers are selected for their demonstrated effectiveness in the classroom and provide support services to other teachers both inside and outside of their home school. Though not at every school, mentors are dispersed throughout the hills and flatland schools at the elementary level.

- Staffing allocations appear to result in comparable class size throughout the district at the elementary level.

- Flatland elementary schools are more likely to have large enrollments and are more likely to be functioning in overcrowded conditions resulting in classes being conducted in libraries, basements and auditoriums. By contrast though, flatland schools are more likely to have a ratio of adults to students that is better than the district average.

(See Appendix A-4.) (It should be noted that this analysis does not take into account the extent to which resources provided by parents, foundation grants or community services and programs impact on schools throughout the district.)

In other words, at the level of budget and staffing allocations, district policy and practice appear to reflect geographic neutrality. However, circumstances such as population growth and movement in the central city are straining the capacity of some flatland schools. While it appears that the district needs to address overcrowding, our inquiries have not yielded evidence of budget and staffing policies favoring schools in the hills over schools in the flatlands.

Despite the neutrality of allocations, disparities are evident among teaching and discipline practices within the district. We were provided with information about student suspensions, gifted and talented education programs, special education and students held back one or more years. These practices show how students are treated and suggest how students are regarded. For purposes of analysis, we place greater emphasis on the suspension and GATE information because considerable staff discretion is involved in *initiating* either. In a sense, they may be viewed as opposing ends of the spectrum. Students are identified for the gifted and talented program when staff see potential in them and hold high expectations for them. Conversely, students are suspended when staff view them as troublesome. In an equitable system, we would expect each ethnic group to be fairly represented in these categories. However, that is not what we found.

- The practice of suspending students is more frequently used in flatland schools and, throughout the district, it impacts most harshly on students who are African American.

Among the 17 schools that suspend students at a rate higher than the district average, 82% are flatland schools and 18% are hill schools. Among schools with a suspension rate more than twice the district average, all are flatland schools. African American students account for 55.4% of the elementary school population, but they are involved in 85% of all suspensions. (See Appendix A-5.)

- The practice of referring students for gifted and talented programs tends to impact more favorably on all students in the hills and disproportionately excludes Latino and African American students throughout the district.

Eighteen schools have GATE enrollments that are higher than the district average. Twelve of those 18 schools are in the hills and 5 are in the flatlands. In the hill schools, 11.2% of all students are in GATE, whereas in the flatlands, 2% of all students are in GATE. To encourage schools to refer their students for GATE, the district GATE office notifies each school of potential GATE students based on

performance on standardized tests. Schools may also take the initiative to refer other students to the GATE program. A sampling of GATE referral practices among 10 elementary schools showed that schools with high GATE participation rates are most aggressive about responding to central office notification and they refer additional students identified at the site. Schools with low rates are much less likely to respond to the district office notice or to refer students independently.

Among the ethnic groups, white students are disproportionately favored for participation in the GATE program. They comprise 9.6% of the elementary population but account for 35.8% of the GATE population. Asian students are also favored: they comprise 17.5% of the elementary population and 26% of GATE students. In contrast, African American students are 55.4% of all elementary students, but 30.7% of GATE students. Hispanics are also underrepresented: they make up 15.6% of all elementary students, but 6.1% of GATE students. (See Appendix A-5 for complete analysis.)

THE CHALLENGE: CREATING A SYSTEM THAT SERVES ALL STUDENTS WELL

There are many who will point out that the disparities in Oakland simply mirror statewide and national patterns. What are we to make of this? Does this mean that such disparities are inevitable, and therefore we should not have any higher expectations? Or are we merely seeing the manifestation of patterns in California and the nation, as well as in Oakland, that reflect education that suffers from low expectations, poor planning, insufficient resources and the historical and continuing impact of racism and stereotypes?

The Commission for Positive Change, after listening to the expectations of this community, identifying school after school within Oakland, within the state and nationally that defy the patterns of poor and disparate student outcomes, has concluded that it is possible for our school district to break free of low expectations and lead the nation.

We lay bare the differences in Oakland and have not sought to compare extensively with other districts because we are concerned with Oakland's children. Yet, when Oakland schools are compared with other California districts in relative ranking (that is, to schools with populations similar to Oakland in terms of income levels, limited English proficiency, student mobility and parents' education) we are slightly

above average. However, we do not seek or find comfort in knowing that children of color suffer elsewhere. We know that they do. We are not satisfied with the opportunities accorded to our children.

To improve the Oakland public schools, it is critical to comprehend the dimensions of the challenge and we have sought to do so. We have said that our concern is for the performance of each and every student. District averages tend to obscure outstanding or underachieving schools. Similarly, school averages mask the highs and lows of individual student achievement. However, reporting the averages helps to frame the problem that must be solved. Oakland must position itself as an education leader among urban school districts, dedicated to the belief that all children can learn, and committed to seeing that all of Oakland's children do learn. The challenge we face is to transform Oakland's schools into places where all students, including students of color, choose to stay and routinely surpass the averages, by every measure.

Oakland's success will depend upon its ability to create the conditions necessary for student success. That is the vision described in the next chapter.

CHAPTER 3

Our Vision: Schools Where Students Succeed

"Hey, how was your summer? What teacher did you get for this year?"

"I got Ms. Evans. They say she's hard; makes you do a lot of homework every night."

"She was my teacher once; she is hard."

"She makes you say your ideas and explain why, not just tell what the books said. Her class makes me think."

"And watch out because if you don't turn in your homework on time, she'll call your house and send home a note for your parents to sign. She sends home notes that tell good things too. She's hard, but she's fair. You're lucky."

"Who'd you get?"

"I got Mr. Ray. My brother had him, so he already knows who I am. He told me he expects a lot from me. I think he and my aunt are going to team up on me—my TV favorites will be showing without me on school nights."

"Hey, did you see the new principal yet? She already came in our class."

"She's always in the hall and talking with people. She doesn't miss a thing."

"Did you notice—everybody's talking about class rules and what happens when you're late or absent? I get the feeling they're serious about this. And we're going to have awards assemblies, and ..."

There are schools in Oakland and across the country that are helping all children—whether Latino, African American, Caucasian, Native American, Asian, rich or

poor, in stable families or in families with problems—to succeed. The keys are the same: strong school leadership that holds high expectations for staff and student performance; skilled and dedicated teachers; and an entire school staff that works together around a common vision of student success. We have seen it, read about it and believe it. URBAN SCHOOLS CAN WORK FOR ALL CHILDREN. We want that for the Oakland public schools.

This chapter describes the conditions that are key to student success. The discussion of each condition is followed by a list, derived largely from the panel findings, of what must be overcome in Oakland schools to achieve the desired condition. The conditions are:

1. Effective school leadership
2. Rigorous, challenging curriculum and instruction
3. Effective staff
4. Parents as partners
5. Safety and security
6. Outstanding district leadership

Without question, some students thrive despite the absence of one or more of these conditions. The issue however, is not that some students thrive, but that too many do not. Our goal is success for every student, and it cannot be achieved without commitment to this vision.

1. EFFECTIVE SCHOOL LEADERSHIP:

Effective leadership—through team work—marshals staff and resources around a common vision of high academic achievement for all students.

What We Expect

A competent principal is the hub of an effective school leadership structure. The principal must be held accountable for assembling an effective staff, building staff strengths, and building parent and community involvement to assure that students reach their full potential.

At most schools, positive change is necessary to deliver the quality education our community expects. The expectation of change requires that we redefine the role of the principal. Each principal must now be a key actor in the change process.

While styles may vary, school leadership for positive change requires several elements.

The principal must facilitate the creation of a distinct school community and a cohesive vision of the school's goals, in which excellence is demanded by students, staff and parents. To provide such educational leadership, the principal sets a tone and standards of behavior and must model the values that produce excellence. Staff is regularly evaluated against standards of professional practice, and is provided with appropriate support and professional development opportunities. The principal must hold staff accountable for meeting the standards, provide support to those who need it, honor those who excel and effectively use existing processes to move out those who consistently perform poorly.

Teamwork produces a positive atmosphere for learning. It enables staff, students and parents to feel their importance as contributors by tapping their collective wisdom. The principal must be willing to share decision-making by creating processes for genuine inclusion and collaboration, thus establishing a professional climate that engenders collegiality. To sustain teamwork, the principal must ensure effective communication among staff and with families, institute consistent, constructive problem-solving practices, and create a system of recognition and rewards for success.

The principal must cultivate positive links between the school, the neighborhood and the larger community in support of students. This requires first a recognition of school needs and community needs. The principal must also recognize and appreciate community strengths and develop the rapport necessary to utilize those resources. With needs and resources identified, the principal can match them to the mutual advantage of the school and the community. To accomplish all of this, the principal must facilitate the creation of an esprit de corps which embraces the cultures of the community.

Resource Management requires authority over areas of responsibility and a system of accountability. The principal should have responsibility for staff selection, composition and performance and conduct regular staff evaluations with appropriate consequences. Staff and parents should be involved in staff selection and evaluation. The principal should use planning and innovation—with flexibility to adjust scheduling and staffing—in ways that maximize school resources for teaching and learning. The principal should have access to budget expertise and must take responsibility for effective use of the site discretionary budget, including use of Chapter I, School Improvement and other restricted funds.

What Must Be Overcome

To achieve what we expect, the following must be overcome:

- Inadequate training for principals that is not based on principals' assessments of their needs and fails to prepare them to assess teachers, share decision-making, create a positive atmosphere for learning, manage school site budgeting, and make effective use of categorical and other program funds.
- The belief that some children cannot learn and that schools cannot produce for some children.
- Reluctance to make the case against poorly performing staff, fueled by cumbersome processes both locally and in state law and by inconsistent support from central administration.
- Inability of unions and district administration to temper the adversarial nature of their interests with advocacy for students and educational excellence.
- A sense of isolation and the need to build support among peers, with school staff, the community and central administration.

- Structural obstacles to effective leadership: for example, supervisory authority over the custodian at the school site resides with central administration rather than the principal; teaching professionals are recruited by central administration and only sometimes are assignments made at the direction of site leadership;
- Schools' material needs for services, supplies or equipment that may languish for months without being filled.

2. RIGOROUS, CHALLENGING CURRICULUM AND INSTRUCTION:

Teaching actively engages and inspires students and effectively transmits the skills, attitudes and competencies that are necessary to prepare them for full participation in the civic, economic and cultural life of the community.

What We Expect

Students must learn how to learn, read, write, compute, think and care deeply about the world in which they live. The curriculum must be designed to provide students with skills, knowledge, understanding and processes of critical thought. Teaching must be of sufficient interest and value to hold the students in school.

- To accomplish this, the content of the curriculum must be challenging, dynamic and must reflect the student's historical and cultural experiences as well as bring contemporary social reality into the classroom.
- The methods of instruction must engage students as respected and self-directed learners, inspiring confidence, deeper inquiry and discovery.
- The intent of the teaching experience must be to reinforce and respect the total human development of the students.
- Instruction must include firm, fair and consistent discipline and a system of classroom management that encourages positive student conduct and participation.

- Curriculum and instruction must prepare all students—regardless of their circumstances—for the widest range of career and educational choices after graduation and
- Results must be regularly assessed to improve teaching practice.

The Superintendent has made improved curriculum and instruction a high priority. He has established a curriculum and staff development department and curriculum advisory teams have aggressively begun the important work of curriculum development.

We must build upon this.

CURRICULUM

The curriculum—what students are required to study—must challenge the mind and reflect the real world. There must be a district core curriculum taught to all students. The curriculum materials adopted should be aligned with the state's curriculum frameworks, and congruent with the content and intent of the district's educational mission. A rapidly changing knowledge base and technology require a new level of literacy in all disciplines. Mathematics, sciences, linguistics, social studies and the humanities are fundamental. The curriculum should also include fine arts, health, physical education, career and college preparation, computer and communication skills. Curriculum must combine the teaching of basic skills with 1) their application to real life situations; 2) the ability to analyze, evaluate, question, make, take and defend judgments and positions; and 3) the reinforcement of students' passion for learning.

Each school must have a curriculum plan that reflects the district's core curriculum and the needs of the student body. The school's curriculum must adapt itself to the unique characteristics of the school site population. This means that the curriculum must abandon its traditionally European-centered dominance. Instead, it must honor the contributions, and reflect the cultural values and precepts of the populations represented in the community and among the students it serves. Culture must become an integral and indispensable part of the educational process. This requires an approach to culture far deeper than heroes, holidays, music, food and dance. It requires the use of culture to develop and stimulate learning.

To assure the results we seek, early childhood development programs—acclaimed for their effectiveness in preparing children to succeed—must also be an integral part of the education program. The early curriculum must engage the children in playful and interactive ways that are developmentally appropriate, not rush them prematurely to academics. Moreover, what children are asked to learn and do in the early childhood development centers should be coordinated and articulated with the kindergarten and first grade programs, consistent with the recommendations for four to six year olds published in the state's School Readiness Task Force Report, 1988.

Similarly, special education, vocational education and adult education need to be integrated into the district program. We note that many students who drop out of the Oakland public schools ultimately enroll in the district's adult education program to earn their graduation equivalency diploma. We also note that people who have participated in the Commission process have identified the need for quality vocational education that does not track students away from academics, but is provided for those who have such interests.

We have found through our research that a disproportionate number of African American students are assigned to special education classes for "specific learning disability" or "mentally handicapped". The district should assess special education placement practices to be sure that we are not mislabeling students. Additionally, planning at school sites should focus on integrating special education with the regular curriculum.

Textbooks should be regarded as resources for curriculum, but not as the sole source of course materials. When textbooks are used, they should be viewed critically and not with wholesale acceptance. Schools must insure that textbooks and materials for bilingual instruction are comparable in rigor, quality and content to those used in monolingual classes. Faculty should be encouraged to participate in developing curriculum, revising and updating it. Outside resources such as scholars, practicing scientists and technicians should be sought to support curriculum development. Community-based organizations and individuals can help to build into curriculum the cultural contributions that textbooks and other materials often fail to include. However, the adoption of challenging and relevant textbooks is a crucial aid in providing a stimulating curriculum.

INSTRUCTION

Instruction—how teachers present the curriculum to students—is the key to motivation and successful learning experiences for all students. Instruction must first and foremost inspire students to be active learners. To achieve that goal, teachers must come to school with high expectations, convinced that every child can learn. The teachers must set a tone and rapport, expect student success and do everything possible to insure it. They must be capable of managing a class and effectively handling discipline. They must be masters of the course content and fully prepared with an instructional plan that includes a large repertoire of strategies for teaching and learning. Student success depends upon the instructional ingenuity of the teacher.

Instruction methods should match what is being taught. For instance, role-plays to understand conflicting values are real lessons. The character of instruction must be varied to meet the differing needs among children for activity, for quiet, for listening, speaking, seeing and touching, for working alone and with others. No student should be left silent, made to feel irrelevant, helpless or of little worth. The teaching should allow students to express their feelings and reactions to the lessons and should relate the class to students' aspirations, interests and concerns. Instructional approaches should empower students to assume greater control of their own learning.

Teachers must conduct classes using management and discipline practices that are fair and effective in keeping students focused on the class work. They must also engage parents to support the instruction and disciplinary practices.

Teachers must take into account the learning needs of the students. For instance, students whose proficiency in English is limited require bilingual instruction or other effective support for their cognitive and language development. Moreover, people of different cultures do not socialize their children to learn in identical ways. For example, while one culture encourages children to ask questions, another encourages quiet listening. While one culture rewards direct eye contact, another teaches that averted eyes are respectful. While the ways of one culture bring young girls and boys together for play and study, another culture separates them. Understanding of these differences and their importance in the development of appropriate instructional techniques is essential.

For students who are physically or emotionally challenged, special education and alternative educational settings must provide for learning. In some instances, struc-

tural modifications such as smaller classes must be used to insure that students can meet the high expectations we hold for them.

Although many students say they leave school because they dislike it, teaching approaches are seldom examined for their impact on students. Assessment of curriculum and instruction should be done to determine if teaching practices, attitudes or school policies contribute to putting students at risk of failure or dropping out. Student accomplishment must be viewed as the primary measure of school and teacher accomplishment.

Assessments should measure how well students have learned materials they have been taught. This means that tests should be aligned to instruction and instruction should be aligned to school district objectives. When tests are designed to measure teaching in this way, the teacher's job is clear: use tests as a means to decide what to reteach, and when students achieve mastery, move on. State achievement tests measure only some of the skills and materials included in the curriculum and instruction. They also include materials never covered in class. They are designed to assure that some students do well, some do poorly, and that the majority score in the middle. While state tests provide useful comparisons of Oakland student achievement with other school districts and a standardized view of performance, they do not test student mastery of classwork. Therefore, assessment should include a variety of measures—such as teacher-made tests, criterion referenced tests, portfolios and others—that give an authentic picture of student progress and teacher effectiveness.

What Must Be Overcome

- Teacher reliance on outdated materials and outmoded methods.
- Practices that gear curriculum and instruction to the narrow tasks and content of the standardized tests.
- Poor preparation in the colleges and universities that leaves many teachers ill-equipped to respond to the diverse classes, cultures, values and languages among the students they teach.
- Teachers who are unfamiliar with the schools' neighborhoods and resources.
- Some teachers' beliefs that not all children can learn and meet high expectations.

- Textbooks that misrepresent or ignore the contributions of the peoples and cultures of Oakland's diverse community.
- Reluctance to acknowledge and confront the fact that some teachers in the district hold low expectations and harbor racial and cultural stereotypes of students and their families.
- Tracking of students into classes or student groups that are ascribed low status and subjected to low expectations.
- Tendency to overlook the power and potential of vocational education.
- Practices that isolate rather than integrate special education.
- Inadequate planning for consistent, quality programming in art, music and physical education at the elementary level.
- Challenges posed by newcomer students, some arriving with primary languages other than English and with traumas of war and separation; others, who begin school at the ages 7, 8 and 9 due to family dysfunction.
- Class sizes that are too large to meet the individual needs of the students.
- Insufficient staff development and follow up to acquaint staff with effective practices and develop capacity to use them.
- Excessive or exclusive use of standardized tests for student and school assessment.
- Teacher evaluations that fail to indicate strengths and weaknesses, do not recognize or acknowledge outstanding performance, and do not include the educational achievement of the students as part of the measure of effectiveness.
- Overutilization of personnel lacking the preparation, qualification and/or experience necessary for quality performance.
- Excessive reliance on temporary personnel, resulting in loss of continuity and lack of preparation.
- Shortage of qualified teachers, particularly teachers of color and language minorities.
- Insufficient attention to encouraging interest—particularly among language and ethnic minorities—in teaching as a profession.

3. EFFECTIVE STAFF

Effective staff guide students through the learning process, challenging students to try their best, motivating them to persist and helping them to succeed.

What We Expect

Staff members who believe all children can learn, demand and get the best from them, are the heart of the school. We expect all staff to cooperate with their co-workers, the secretaries, teachers, custodians, instructional assistants, food service workers, campus supervisors, buildings and grounds workers, counselors, nurses, psychologists, principals, other staff and administrators who share responsibility for the school climate and student outcomes. All their efforts are needed—in a team approach—to create an outstanding school.

An effective staff is made up of people who are motivated and mutually supportive. To sustain those qualities, and to attract excellent people to the district, the staff must enjoy good working conditions: fair compensation; clear roles, responsibilities and standards of performance; useful and regular evaluation; access to training and professional development; opportunities to have a say and make decisions that affect the areas of their responsibility; and recognition for outstanding work. Other favorable conditions strengthen the effectiveness of staff: class sizes small enough to allow for personal attention to students; adequate and timely receipt of supplies, books and equipment; schedules with flexibility to permit staff to work together, not in isolation; and time to plan together, observe one another's work, try new approaches, reflect and refine them. Staff must be unified by a common understanding and commitment to excellent student outcomes. Made up of people from diverse races, backgrounds and points of view, the staff must nonetheless work together to share ideas, solve problems and learn from one another and the students.

The staff, working as a team, must insure that students are rewarded and disciplined with consistency, firmness and fairness. Staff must model the attitudes, values and behaviors they expect of their students, particularly dignity, respect, competence and love of learning. They must be alert and responsive to students who face difficult life circumstances. Students who are hungry, homeless or otherwise troubled need the stability of school and the support of staff. The staff, in turn, needs the support of community resources to see students through their troubles and help staff to keep those students positively connected to school.

Staff must welcome and reach out creatively to gain the involvement of parents and other caregivers with the school. This requires staff to exhibit professionalism, openness, sensitivity and respect for values and beliefs different from their own. Staff must be informed and vigilant in confronting attitudes about race, class and culture that impair a person's ability to hold high expectations for all students. Staff must create a positive school climate in which coworkers, students and families are nurtured.

What Must Be Overcome

- Poorly funded education at all levels that is reflected in inadequate staff renewal and development.
- Low salaries and low morale, and an inability to effectively recruit sufficient staff.
- Insufficient time for staff to plan or work together.
- District support for staff that is insufficient and poorly planned and implemented.
- Government, private and community agencies that do not work in concert with each other or the schools to respond to the students' life circumstances.
- School staffs that do not mirror the races and cultures of their student population.
- Insufficient numbers of, and poorly prepared, substitutes.
- Infrequent and inadequate staff assessment.
- Inadequate staff evaluation instruments.
- Inadequate support staff and poor use of staff: for instance, excessive administrative and clerical duties imposed on nurses, counselors and school psychologists; treatment of injuries and health emergencies by secretaries who are not trained to handle them; limited use of school psychologists, largely to test and assess students for placement in special education.
- Insufficient attention paid to encouraging instructional assistants to become credentialed teachers.
- Classified staff who do not see themselves or who others fail to see as significant members of the staff team.

4. PARENTS AS PARTNERS

Parents, as partners in the teaching and learning process, send the vital message that students' efforts and accomplishments are important.

[We recognize that children find themselves in a variety of circumstances and intend the term "parents" to include guardians, foster parents, grandparents and others who may act as primary caregivers.]

What We Expect

School staff must operate with the knowledge that parents love their children and want them to succeed. They must acknowledge parents and other caregivers as the students' first and lifelong teachers. Schools must actively seek parents as partners on two levels. First, the school must establish its partnership with all the parents, including those who may never come to school. Next, the school must find ways to make it attractive for parents to come and work with the school. There are also roles for participating parents to be involved at the district level and with the Board of Education. For the partnership to work, there must be reciprocity between the parents and the school. This requires the school to meet parents' needs as well as seek their support. We have learned that the most effective way to develop the partnership is by asking what those needs are and building mutual expectations for what must be done. Families, for their part, must come to see school staff as resource people who are responsible for helping the children to succeed. The objective of the partnership must be to achieve a unity of effort among adults for student success.

TERMS OF THE PARTNERSHIP

A fundamental understanding must be reached among teachers and parents about their respective roles and responsibilities in supporting the children's education. Avenues for two-way communication are necessary to sustain the partnership. Where the primary language of the family is not English, schools must realize that *without translation, there is no communication.*

The parents' duties

Even if a parent never comes to the school, at least the following should occur from home:

- Make certain that children go to school regularly and on time.
- Show active interest by talking with children about school, their classes, teachers, friends, homework, worries and accomplishments.
- Emphasize the importance of good behavior, hard work, determination, respect for oneself and others, and do not be content with poor citizenship marks from school.
- See that studying is done regularly and limit television viewing to leave time for reading and other richer activities.
- Help the school to know and understand your children, your culture and your community. Contact the teacher or principal with your ideas and concerns.
- Let school personnel know what you need and want in the way of support, information and responsibility.

The teacher's duties

Even if parent and teacher never meet, the teacher must still find ways to do the following:

- Communicate with parents about class materials, activities, requirements, responsibilities and expectations.
- Keep parents informed of student progress.
- Alert parents promptly to any problem, before it becomes serious.
- Let parents know specific ways they can help their children at home.
- Show respect for the family.

BRIDGING THE GAP BETWEEN HOME AND SCHOOL

In some instances, parent involvement with the school is helpful; in other cases, it is essential to a student's success. In every case, it is beneficial. Students who see that their parents are respected at school internalize that respect and their self-esteem is bolstered. Conversely, students who see their parents disrespected or their family beliefs disregarded at school feel alienated, defensive and hostile to school. Consequently, schools must maintain a respectful, welcoming and hospitable atmosphere for parent involvement. Staff must be sensitive to differences that may cause conflict between the school culture and the home culture and work to insure that differences do not become barriers. To overcome language barriers, schools must provide access to adult translators whenever required. Staff must work to understand the family structures, socialization practices, values and beliefs of the students and their families, refrain from judging them, and make use of that understanding in the education process.

PARENTS AS ADVOCATES

Parents are the best advocates for their children; when schools earn their trust and confidence, they can become the best advocates for schools. To gain parents as advocates, schools should plan for and actively seek the involvement of parents in their children's learning and in school planning and decision-making. Parents who wish to, should have a voice in determining school programs and goals, selecting staff, evaluating staff performance and student outcomes. In addition, parents should be informed about how to volunteer in the classroom, how to participate in school or after-school programs with the students or with other parents and how to play a part in school governance. Parents should participate in planning for parent training and education at the school. Parents who share in decision-making, problem-solving and planning for school improvement come to understand the limitations, the opportunities and the issues. An open and participatory school environment sets the stage for schools to build a cadre of advocates who can help to capture a greater share of public commitment and resources for educating our children. (See Appendix B-3.)

To cement the partnership, school facilities must be available before and after school hours to serve community needs for tutoring, recreation, adult education, parent-child activities and other uses that contribute to strengthening the community.

Love and the desire for children to succeed are universal and powerful. Certainly there are parents who cannot participate; a few will not. But we must look to those schools that have effectively engaged parents' active support and learn from them.

THE NEED FOR "COMMUNITY PARENTING"

Parents should be encouraged to see themselves as "community parents", that is, concerned about the children who sit next to their children, because they all make up Oakland's future.

We know that there are circumstances when family is unable to uphold its partnership responsibilities. Those children still need the kind of supports described here. It is the obligation of schools to seek broad partnerships and the responsibility of the community to respond. Schools must be able to turn to individuals who will serve as mentors for children and organizations that will offer students support, companionship, tutoring and counseling. The community must assure that every student experiences the caring and support of an adult who conveys high expectations and provides personal encouragement for the student to learn and succeed.

What Must Be Overcome

- Lack of knowledge or respect for the strengths and cultural values of African American, Chicano, Latino, Native American or Asian families.
- The belief of some that parents do not care about the educational development of their children.
- Practical barriers such as communications sent home in English only, not available in the language spoken by parents; meetings held without child care available; inconsistent or unfair treatment, rude behavior or disrespectful attitudes.
- Viewing parents as problems that teachers must deal with, rather than as partners.
- Inadequate *community* response for students needing adult support when a parent is incarcerated, drug-dependent or otherwise unavailable.
- Feelings of inadequacy or alienation among some parents who are themselves unschooled or unfamiliar with the educational system and its expectations.

- Unwillingness among staff to plan and prepare for productive family-school connections and a tendency to overlook or exclude parents from school site planning.
- Facilities management issues—such as security and custodian time—associated with extending the use of school buildings and grounds.

5. SAFETY AND SECURITY

A safe and secure school environment assures the physical and emotional well-being necessary for learning.

What We Expect

The factors that make for a safe school are inseparable from those that make for high academic achievement. Schools are not safe and secure when teachers and others hold low expectations, are disrespectful or unresponsive to the needs of students. Many times the bruises on a child's self image, ego or spirit hurt more and longer than the scrapes from falling or fighting.

Teachers must manage their classrooms effectively: they must use practices that motivate students and prevent inattention and misbehavior from escalating into class disruption. Adul[illegible]e school, including parents and other caregivers, must work as a team to build a school climate of high expectations for student performance and behavior. All staff must be committed to a schoolwide code of conduct that honors learning and condemns racism. Staff must be vigilant in modeling and promoting such conduct.

All staff must be trained in safety procedures, discipline policies, crisis intervention and conflict resolution. The district's Comprehensive Health and Safety Committee has already begun to develop programs that enhance safety and security at the schools.

Adults should be firm, supportive, consistent and fair in administering discipline. In addition, students need a quickly responsive, safe place to report to when they feel physically or emotionally threatened by anyone, whether another student, a staff person or someone from off-campus. When trouble arises, contact with the family must be prompt and supportive.

Moreover, schooling must be tempered with understanding. Students who are buffeted by difficult life circumstances must be helped, not barred from learning. The school must provide access to resources that address special needs of the student and family. Professional support personnel who mirror the primary languages and culturally diverse composition of the student body—counselor, nurse, psychologist, outreach worker, speech therapist, resource specialist and others—should be available to provide personalized and continuous help, either on staff or via an effective referral network that streamlines access to community agencies and providers. Schools must be positioned to respond to the need for early intervention, assessment and prevention services as well as for crisis intervention. While the school cannot be expected to solve all problems, it must acknowledge them and help rally community resources in support of lasting solutions that preserve students' opportunity for learning.

Safe school buildings and grounds must be maintained at every school site. This means that staff supervision in hallways and on playgrounds must be adequate. It also means that facilities and equipment must be kept clean and in good repair. Classified staff must act swiftly in responding to site needs. Potential hazards such as defective playground equipment, liquid spills and broken glass must be taken care of immediately. Staff who use hazardous materials such as paints and cleaning solvents must be trained in their proper storage, use and disposal.

A safe environment on the routes to and from school is important; children should not have to contend with drug dealers or bullies. Such problems are city-wide and cannot be solved by the schools acting alone, but staff must work with parents, city agencies and the broader community to find ways to minimize the impact of these problems on our children.

What Must Be Overcome

- Overburdened teachers faced with an array of students' needs that, left unaddressed, impair the students' ability to study and achieve.
- A high rate of student mobility—students transferring from school to school—that is disruptive to the classroom and to the individual student.
- Shortage of professional support staff to assist students with their non-academic needs.
- Fragmented and depersonalized service systems in and outside the schools that do not address the needs of the whole child within the family context.

- Proliferation of referrals, suspensions and expulsions reflecting discipline practices that are inconsistent, unfair and pegged to the notion that when trouble arises, the solution is to remove the student.
- Poor communication and limited translation causing distrust between the school and the home.
- Disrespect, bullying or intimidation, whether practiced student against student, staff against student or staff against parent.
- The presence of weapons and intruders on a few campuses and the perception of schools or the environs as dangerous places.
- Staff largely unfamiliar with the school's immediate neighborhood.
- Community mistrust, distance, resentment and insecurity that result from the perceptions of inequality of education from school to school in Oakland.

6. OUTSTANDING DISTRICT LEADERSHIP

Outstanding district leadership maneuvers within budget constraints, seizes revenue opportunities and sets and carries out fair, informed policies driven always by student needs and outcomes.

What We Expect

We expect district leadership that is outstanding by every measure. We expect the board to enact sound policies for the district that set the stage for attainment of the school site conditions essential to our vision for student success. To see that those policies are carried out, a board must hire and empower a superintendent to administer the district in a manner consistent with board policies. Fortunately, positive steps have already been taken. The board has hired a superintendent who is beginning to move in positive directions, balancing staff and community expectations on the one hand; state and trustee mandates on the other. The board has vested the new superintendent with clear authority to carry out board policies.

The board must set goals and standards for evaluation of the superintendent that consider: the community's desire for excellent outcomes for all students; a staff that has the skill, training and support to achieve positive student outcomes; efficient and equitable management of district resources; full utilization of community resources in

reaching the goals; and a school system that respects the community's ethics and values of honesty, diversity, fairness, equity and excellence. We expect the board to keep the community informed about the progress, accomplishments and problems encountered in seeking to achieve these goals, and to hold the superintendent accountable.

The superintendent must attract and retain excellent, committed staff that reflect the ethnic and racial diversity of Oakland. We acknowledge that the superintendent has already positioned a racially diverse group of people at the cabinet level to assist in the administration of the district. The superintendent should set clear goals and high expectations for all school employees and model the appropriate behavior and values, as well as demand them of others.

We expect the superintendent to administer the policies of the board using multiple approaches, both the tried-and-true as well as informed innovations. Planning must be structured so that all decisions are made with reference to student achievement and all central administration staff function to support the schools in their drive for excellent student outcomes. The superintendent should keep the board fully informed of district status and activities so that the board can effectively carry out its responsibilities of policy-making and oversight as well as communicating with the community.

The superintendent must marshal district resources and allocate them equitably to achieve district goals. This means that district facilities must be well maintained under a long-range plan for capital improvement and asset management. Administration must be streamlined: with staffing that is lean but adequate for the work to be done; and supported by the technology required to serve the multiplicity of district needs for timely information and analysis. Bargaining for employee compensation, recognition and working conditions must be handled in an atmosphere of mutual respect and within the context of the district's mission: achievement of excellent outcomes for students. All district personnel must understand their roles and responsibilities, be held accountable for meeting high standards of performance and receive recognition for outstanding work. Program and budget planning must be coordinated to involve school sites and central staff, and must be driven by the district's education goals.

What Must Be Overcome

- Inadequate board training and staff support for the complex issues which board members face.
- Inappropriate pressures on board members that shift the focus away from what is best for the students and result in compromises that serve no one well.
- While everyone is pleased to have a superintendent, apprehension is associated with anyone new and relatively unknown.
- The board—with three new and four incumbent members—and the new superintendent, must find their way at a time when the district is in poor fiscal condition.
- An attitude among some that the school district is an employment agency rather than an educational institution.
- An overriding view of the system as inferior and mismanaged, that overlooks many good programs and good people who have sustained their efforts despite adversity.

CHAPTER 4

The Commission for Positive Change in the Oakland Public Schools Recommends:

Strategies for Positive Change

INTRODUCTION

What Oakland needs is a school system in which staff, students, parents and other caregivers, the community and the board work together toward a commonly held vision of good education and success for our children. The preceding section described conditions that must exist in the school district to achieve that success. The Commission's process has convinced us that there is remarkable agreement in Oakland about what we expect for our students. The strategies that follow represent the Commission's assessment of what must be done to articulate the district's educational vision consistent with community expectations, measure progress, and realize those expectations.

The Commission has identified seven strategies that have the potential to dramatically improve teaching and learning in the Oakland public schools. The Commission arrived at these strategies via several steps. First, the Commission launched its fact-finding panels to learn about current conditions in the Oakland public schools. Simultaneously, commissioners held a series of community meetings to listen to the community's expectations, needs and concerns about the schools. The product of those community meetings was "Good Education in Oakland: Community Agenda for Positive Change." From the Community Agenda and the panel findings, we distilled our vision for the schools and what must be overcome to achieve the vision. We arrived at the strategies by identifying in the panel reports and community input those recurring themes that emerged as fundamental. Options for positive change

that were suggested by the panels provide most of the substance for what is recommended within the framework of the seven strategies. Comments and suggestions received from the community at a recent series of meetings have further strengthened the strategies. The strategies are systemic in concept; what they suggest applies at every level of district operation and decision-making. Moreover, the strategies are entirely interdependent. No single strategy can bring the results we expect; they must be implemented in unison.

Because more than 85 percent of the district's $278 million dollar budget is allocated to salaries, people employed by the district represent its greatest asset. Consequently, improvement of the system depends upon a strategy for enhancing that asset. The Commission recommends a system of staff renewal as the centerpiece and central theme for positive change; staff renewal is found in each of the strategies. Each of the other strategies represents a necessary complement that must be addressed to establish a quality school system. In the pages that follow, each strategy is presented with an outline of tasks and principles that have emerged prominently from the commission's synthesis of the panel findings and options and from the Community Agenda for Positive Change. The strategies are summarized here with reference to the page where each appears below.

	Page
Staff Development: Build a system of staff renewal as the centerpiece for positive change.	44
Accountability: Construct a system of accountability for student outcomes.	48
Planning: Make effective and equitable use of personnel and resources through planning.	56
Assessment: Demand honest assessment, aligned with community expectations, that charts a course of action.	64
Communication: Use communication to empower all participants in the teaching and learning process.	68
Support for Students: Promote the coordination of multiple community resources to respond to the life circumstances of students.	72
Resource Management: Commit to the principle of equity in the allocation and development of resources.	76

One final word about the strategies. The reader will quickly note that many of the recommended strategies overlap. Staff development, for example, is recommended for administrative staff, teachers, and the board. We have drawn out some of these connections, but not all. During implementation planning, the connections will be apparent and will cause the planners to channel activities and resources effectively.

Summary Outline

I. **STAFF DEVELOPMENT**: Build a System of Staff Renewal as the Centerpiece for Positive Change.

- A. Program Design
- B. Content
  - 1. Universal Needs
    - a. Planning, assessment and conflict resolution
    - b. Race, ethnicity, culture and language
    - c. Teamwork
  - 2. Specific Jobs
- C. Approaches
- D. Resources

I. STAFF DEVELOPMENT: BUILD A SYSTEM OF STAFF RENEWAL AS THE CENTERPIECE FOR POSITIVE CHANGE

This requires that the district acknowledge that its most important resources are its people. Therefore, staff development must reach all district employees, persist over time, be tailored to staff-identified needs and to the district goal of high academic achievement for all students.

A. **Program Design.** Staff development must be responsive to the needs of those it serves and be driven by a vision of educational reform that reflects the school district's commitment to equitable education. The expectations are two-way, in the sense that professionals must aggressively seek to improve their knowledge and practice; the district must bring together the resources and expertise to support staff development. The school system should model the teaching and learning dynamic that is expected in classrooms. Traditional staff development programs do not suffice. Effective staff development has these characteristics:

- both the substance and form are based upon an informed analysis and review of the district's needs;
- the effort is comprehensive and long-term in scope with ongoing reinforcement and support;
- participation is broad, reaching all personnel;
- unions are involved in the planning for concept, design, needs assessment and implementation of staff development;
- staff receives appropriate acknowledgement, reward or compensation for participation in the staff renewal program.

B. **Content.** Particular areas of need and interest have surfaced repeatedly in the course of the Commission's inquiry.

1. **Universal Needs.**

a. *Planning, assessment and conflict resolution.* There is a universal need for staff development in planning, assessment, and conflict resolution.

b. *Race, ethnicity, culture and language.* In the classroom and on school campuses, issues of race, ethnicity, culture, and language must be

addressed thoughtfully and honestly in terms of their impact on teaching and learning. Staff needs to be provided with knowledge and the skills to handle educational issues that involve cultural integrity and interaction.

c. *Teamwork*. The Commission views a philosophy of teamwork as fundamental for good education. Adults in and outside the school system must work together, blending their functions—teacher, parent, tutor, mentor—so that children receive clear and consistent support for their positive participation in the teaching and learning process. Consequently, the skill of building teams and the ability to work in a team are of primary importance and should be broadly incorporated in staff development.

2. **Specific Jobs.** Training needs for specific jobs have also been articulated. (The mention of these areas is not intended as a substitute for a detailed assessment and analysis of the district's staff development needs.)

   a. Central administration needs reorientation and training to effectively serve the school sites.

   b. Principals' training should cover the requisites of educational leadership, team-building, effective teacher assessment and evaluation; management skills including categorical budgeting; and learning about the neighborhood and the school as reciprocal resources.

   c. Teaching professionals should have opportunities to develop curriculum; observe and apply new instructional methods, classroom management, and discipline practices; and learn about ways to involve parents and other caregivers, with particular attention to race, ethnicity, language and cultural understanding and the ways in which they impact on teaching and learning.

   d. Classified staff should receive training regarding their particular job functions, in first aid techniques and, where appropriate, in proper handling of hazardous materials or equipment they must use.

   e. Instructional assistants, many of whom are bilingual, of color and from the school neighborhoods, should have access to simultaneous enrollment in a teacher credentialing program to develop their skills and increase their representation on the teaching staff.

f. Regarding special education, teachers, nurses, counselors and psychologists should receive training which enables them to integrate and coordinate special education services with the general education program.

g. Regarding student consultation teams, student attendance review teams and other mechanisms for student assessment and support, principals, teaching and support staff should reflect the population of the community and should receive training in the optimum use of these resources and the community services with which they must be linked. Training should emphasize their role in supportive problem-solving and condemn practices that threaten or punish students and families.

h. Substitute teachers should participate in staff development.

i. Bilingual, SDL and SSL teachers and instructional assistants should receive training to provide them with the best techniques, methods and materials that will assist them to educate limited English proficient students and help students achieve at high levels.

C. **Approaches.** Appended to this report is a description of one staff development approach that captures the intended scope of this strategy. (See Appendix B-1.)

D. **Resources.** Staff development is potentially one of the most costly strategies proposed, although much can be accomplished through school site planning without additional resources. Consideration should be given to recasting the use of time and resources such as that allotted for faculty meetings and school improvement days. There are real costs attendant to planning for staff development, acquiring materials, technical assistance and consultation; and particularly, providing release time for participating staff.

Summary Outline

II. **ACCOUNTABILITY**: Construct a System of Accountability for Student Outcomes

A. Roles and Responsibilities of the Board of Education

1. Board Functions

a. Community

b. Policy and budget

c. Oversight

2. Working Structure

3. Training

B. Roles and Responsibilities of the Superintendent

1. Scope of authority

2. Support for the Board

3. Support for the school sites

4. Coordinate community resources

C. Roles and Responsibilities of the Principals

D. Roles and Responsibilities of the Teachers

II. ACCOUNTABILITY: CONSTRUCT A SYSTEM OF ACCOUNTABILITY FOR STUDENT OUTCOMES

This requires the district to have precise definitions of roles and responsibilities, to vest authority that matches the scope of responsibility, and to develop clear standards of evaluation with appropriate consequences.

A. **Roles and Responsibilities of the Board of Education.**

1. **Board Functions.** The day to day operation of the district is the responsibility of management, while the board sets policy and budget for the educational program in consultation with the community. The Board members must carry out community, policy, budget and oversight functions.

   a. *Community.* While each board member has an electoral constituency, board members are accountable for good education at all schools in the community.

      - Because a real dialogue is seldom possible at formal board meetings, the board members must provide other regular opportunities for community input to inform their policy decisions.
      - Board members must exercise leadership to construct an equitable school system. That means resisting the pull of special interests where those come into conflict with the establishment of good education district-wide.
      - The board must help the community to understand the board's roles and responsibilities, particularly, the distinction between board and administrative functions and the board obligation to promote good education citywide.

   b. *Policy and Budget.* Board-established priorities should drive decisions across the district, so the board must be disciplined about thinking through what it wishes to accomplish when it sets policy. Board policies regarding the budget should move the administration toward maximizing the resources available to educate the children.

      - The board must be provided with feasible financial alternatives for decisions.

- The board financial decisions must be consistent with agreed-upon plans, goals and objectives.

c. *Oversight.* The board must delegate all administrative matters to the superintendent and hold the superintendent accountable for administration.

- Oversight should be outcome-related, focused on success for the children.
- To perform its oversight function, the board needs to establish clear goals and standards and a process for evaluating the superintendent. The setting of goals, standards and an evaluation process should be accomplished by the board members as a group, in consultation with a professional evaluator.

2. **Working Structure.** The board must establish a structure that provides it with clear, timely, adequate information on the issues within the scope of its responsibility.

a. The board should be included in periodic strategic work sessions with the superintendent's cabinet, to air ideas, issues and information.

b. The board and superintendent should develop a process for responding to board requests that includes steps to clarify a request, a process for prioritizing requests and a committee approach—with board and staff representation—to discuss or explore issues.

c. The superintendent's staff should provide board members with analyses of policy implications and choices that are posed by issues the board is expected to decide.

3. **Training.** The Board should obtain training for all its members using resources such as the National School Boards Association, its national Black, Asian and Hispanic caucuses, the Council of Urban Boards of Education, and the California School Boards Association, its caucuses and seminars, including new board member orientation and training. Consultants may be needed to supplement the board training in areas of teamwork, consensus-building, and win/win strategies.

B. **Roles and Responsibilities of the Superintendent.**

1. **Scope of authority.** First and foremost, the superintendent must be an educator responsible for the district's overall educational philosophy and agenda. The superintendent must hold full authority to manage the district and must meet or exceed the board's policy and performance mandates.

   a. The superintendent must have the power to hire, assign and discharge staff.

   b. The superintendent must clearly define the roles, responsibilities and standards of performance for staff.

   c. The superintendent must ensure regular, useful evaluation of staff that assesses performance in terms of high expectations, recognizing excellence and directing corrective action when appropriate.

   d. The superintendent must seek and take into account the assessments from school staff, students, parents and other caregivers, in the evaluation of principals.

2. **Support for the board.** The superintendent must keep the board timely and adequately informed, to facilitate sound decision-making, oversight and board-community relations.

3. **Support for the school sites.** The superintendent must orient central administration and all staff not assigned to the classroom to focus on anticipating and responding efficiently to the needs of the school sites.

   a. Orientation and training in the new roles and responsibilities must be provided to central and school site staff. Staff and unions should be consulted to identify training needs. (Refer to discussion of the strategy for Staff Development above.)

   b. A system should be instituted to encourage staff suggestions for improving efficiency and give recognition for outstanding performance.

c. Central administration support must extend to personnel actions. For example, when a principal documents the poor performance of a staff member and recommends extra support or intervention, resources must be made available. If the principal documents inadequate improvement after a fair attempt at remediation, the principal's effort to remove that person from the school should be vigorously supported by central administration.

4. **Coordinate community resources.** The superintendent should build school-community relations by creating an environment in which genuine collaboration is possible for the benefit of the children. The district must establish a mechanism to provide support for the joint efforts of school personnel and parents, other caregivers, neighbors, business, union and professional people, public employees, grantmakers and representatives of community institutions. Specifically, the roles and responsibilities of central administration should be:

   a. Articulate the district's vision, goals and plans and how an array of resources can help reach those goals. Accept resources that complement each other and the district's overall mission and decline those resources that do not.

   b. Maintain a data-base of external and internal resources and a mechanism to coordinate the flow of resources into the schools.

   c. Provide technical assistance to support collaboration. This should include grantwriting, analysis of proposal costs and benefits, formalizing partnership commitments, instituting schedules and budgets.

   d. Disseminate information about successful partnerships throughout the district and through the media.

C. **Roles and Responsibilities of the Principals**

1. Principals are responsible for the quality of student outcomes, school climate, staff morale, parent and community involvement, and the school's physical environment.

2. To be held accountable, principals must hold authority over the areas for which they are responsible.

a. Principals must have authority over composition and supervision of staff at the school who carry out the functions for which the principal is responsible. That authority must be exercised in conformance with district policies supporting ethnic diversity and the needs of language minority students.

- The existing system that provides for dual supervision of custodians appears unsatisfactory. The issue was the subject of extensive review by the Custodian Services Task Force convened in 1983. The task force report may provide a good starting point in the effort to develop a mutually satisfactory solution.

b. Principals must have and use flexibility to adjust scheduling and staffing in ways that maximize site resources for teaching and learning.

3. The principal must build a leadership team that involves staff and parents in shared decision-making around such issues as goal setting, staff selection, program and budget planning, and evaluations.

4. Principals are responsible for conducting regular, constructive staff evaluations with appropriate consequences.

5. Principals are responsible for making effective use of the budgets over which they have discretion.

- To achieve this, principals should have access to school finance information and to experts who can advise how to interweave funding and resources from the categorical programs such as Chapter I and Special Education to greatest programmatic advantage.

D. **Roles and Responsibilities of Teachers.**

1. Each teacher must act on the belief that all children can learn.

2. Teachers must create a climate of support and high expectations, providing a classroom structure in which discipline is understood while teaching and learning flourish.

3. Teachers must know their subject area, know their students and know how to teach the students.

4. Teachers are responsible for their students' motivation and accomplishment.

5. Teachers are responsible for engaging the cooperation and support of parents and other caregivers in the teaching and learning process, with the objective of enlisting an adult for every student. This requires that teachers learn about the family cultures in the school population and get to know the resources and conditions in the surrounding community.

6. Teachers are responsible for keeping current in pedagogy and subject matter, seeking professional growth and participating in staff development.

Summary Outline

III. **PLANNING**: Make Effective and Equitable Use of Personnel and Resources through Planning

- A. Central Planning
  - 1. Fiscal planning
  - 2. Operational planning
    - a. Capital improvement
    - b. Facilities management: overcrowding and underutilization
    - c. Program evaluation
    - d. Teacher and principal recruitment
    - e. Outside resources
    - f. Race, ethnicity, language, culture and pluralism
  - 3. Educational planning
  - 4. Proposals for innovation and change
- B. School Site Planning
- C. Support for Planning
- D. Resources Required for Planning

III. PLANNING: MAKE EFFECTIVE AND EQUITABLE USE OF PERSONNEL AND RESOURCES THROUGH PLANNING

This requires the district to coordinate central and school site planning and provide adequate time and the technical support needed to institute the use of planning as an essential management tool that drives the district toward excellence.

A. **Central Planning.** The administration must engage in planning to ensure that actions and expenditures are strategically related in focus and design to education priorities that have been set by the board.

1. **Fiscal planning.** Without addressing the educational program, the district's Five-Year Fiscal Plan 1990-1995 lays out the present financial picture and projections for the district with options for achieving cost control. It is clear from the projected deficits that the administration must give particular attention to fiscal planning:

   a. To insure the fiscal health of the district, expenditures must be identified, evaluated and contained.

   b. Categorical, unrestricted and other funds must be well coordinated for greatest programmatic advantage with appropriate and careful allocation of categorical funds to achieve intended results for eligible students.

   c. Planning for program improvement must take place in concert with program budgeting.

   d. Plans must be developed to generate additional revenue.

2. **Operational planning.** The administration must attend to planning in these operational areas:

   a. *Facilities improvement*. The district needs to develop a facilities improvement plan based on the district's educational program, that encompasses:

      - an assessment that is both realistic and visionary of the facilities required, taking into account on-site child care needs for parenting teens, space for parent resource rooms, on-site access for

social service and other providers as well as more conventional classrooms and playground space for the educational program;

- a complete review and analysis of all district properties;
- prioritization of all needed improvements;
- a financial plan to develop revenues from the city and state to fund the improvements.

b. *Facilities management:* overcrowding and underutilization. The district must develop a plan to alleviate overcrowding and underutilization of school facilities, taking into account a range of options. (See Appendix C.)

i) Adoption of uniform grade configurations (K-5, 6-8 and 9-12) is a programmatic option which emerges as one that could significantly reduce overcrowding at many—though not all—of the overcrowded elementary schools, and could bring enrollment closer to optimum capacity at the intermediate and high school levels;

ii) Other measures which should be examined as a complement to uniform grade configurations, and which may have merit independently, include the following:

- assessment of site capacity with and without portables and with structural modifications;
- year-round scheduling;
- boundaries adjustments;
- pairing of overcrowded schools with underutilized sites;
- long-term planning for construction of new facilities.

c. *Program evaluation*. The district must apply the principles of assessment in developing a plan for program evaluation aligned with district goals. All programs must be evaluated to ascertain their effectiveness. Then subsequent allocation decisions must be guided by the results of evaluation. (See Assessment)

d. *Teacher and principal recruitment*. Develop a plan to aggressively recruit bilingual professionals, professionals of color, and a larger applicant pool for teaching and principal positions in the district. Recruitment planning should include strategies to 1) inspire high school students to consider teaching as a career, 2) create a credentialing process for instructional assistants and 3) coordinate recruitment to target historically African American colleges and colleges with major representation of Hispanics and other language and ethnic minorities.

e. *Outside resources*. A district plan that clearly articulates goals will enable the district to precisely define its needs and describe how volunteers, material support and community resources can be used. The plan should establish a process for coordinating resources and should address these issues:

- equitable principles to govern distribution of resources;
- mechanisms for channeling information, technical support and evaluation;
- distinct and defined responsibilities between central administration and school sites that are engaging in resource development activity;
- reporting requirements for funding and other resources that come into the district;
- grant writing and other resource generation.

f. *Race, ethnicity, language, culture and pluralism*. Build on the work of the Multicultural Anti-discrimination Task Force Report prepared for the district in 1988 to develop a plan that achieves sensitivity, understanding and pluralism in the schools. Planning and implementation must be targeted to eradicate discrimination in personal conduct, programming and staffing and to reduce dropping out, improve attendance and resolve interracial conflict.

3. **Educational planning.** The comprehensive five-year educational plan currently being prepared by the district articulates policy and goals for student success. The plan must incorporate the goals, conditions and strategies that have been developed by the Commission through a broad-based

community process. The five year plan must set out a timetable for implementation in sufficient detail to be useful to the district and the community as a measure of accomplishment and an instrument of accountability. The district plan must set the parameters and require individual school planning to occur as an integral and essential part of creating positive change for students. (See section B, School Site Planning, below.) The district plan must become the driving force for operational and fiscal decisions.

4. **Proposals for innovation and change.** A planning mechanism is necessary to enable the district to consider proposals for innovation or change, weighing their merits, their applicability to district goals and objectives, feasibility, evaluation and follow-through. The following proposals emerged from the Commission's process and are suggested here because the commissioners believe they warrant such consideration:

   a. Improve the ratio of teachers to students to achieve more personalized instruction at certain grade levels and in certain courses;

   b. Change to uniform grade configurations across the district and align the curriculum;

   c. Acknowledge the real economic pressures and social injustices that draw many of our students away from high school before graduation and provide ways for students who must work to do so and still graduate. The community college system could assist in developing more programs.

   d. Pilot the implementation of a culturally consistent educational experience in some schools or classrooms. This would involve educational practices and curriculum driven by a particular culture (e.g., African, Asian, Latino, etc.). Parents and site personnel would design and manage the educational experience by applying cultural precepts that guide and stimulate educational excellence.

   e. Create newcomer classrooms or a newcomer school to provide a transition into the schools for students who, because of recent immigration or for other reasons, may be entering school unprepared for study in classes with their social peers (See Appendix B-2 for a discussion of the key elements in effective newcomer programs.).

f. Assure every student the widest range of career exposure and choice by mandating the core curriculum, then supplementing the core curriculum through the high school or other local institutions with vocational training that does not push or track students into premature decisions.

g. The district should also consider proposals for truly year-round schools, a longer school year, expanded use of uniforms for students, and daily use of school facilities until evening hours for after-school programming to serve children and adults in the community.

B. **School Site Planning.** No real change will occur in schools without specified goals and concrete plans for how to achieve the goals. Those who will be responsible for implementing plans must have a say in their development. Consequently, every school in the district must commit to planning and implementation as the necessary preconditions for positive change. Moreover, the planning process must be inclusive, engaging staff, parents, other caregivers, interested community organizations and individuals, and students (at the secondary level). Schools should be encouraged to share ideas and to build from work already done (such as the McClymonds High School plan). School planning should accomplish the following:

1. Each school plan must focus on student outcomes, with stated goals and objectives that reflect high expectations for students. With specificity, the plan must address strategies to improve student outcomes for those who are not well served by the school. The plan must address the needs of students performing below grade level, gifted and talented students, language minority students and other particular learning needs presented by the student population.

2. To effectively address the particular needs of the school population, planning at every site should begin with an honest and thorough needs assessment.

3. The school planning process should build consensus for school improvement and should result in a plan with sufficient detail to enable the community and the staff to monitor implementation and measure accomplishments.

4. School planning should cover the areas described in these strategies and the site conditions necessary for student success:

    - staff development
    - accountability
    - communication with translation and cultural understanding
    - schools and the larger community must support students
    - parent involvement and services for parents
    - a safe and secure environment
    - rigorous, up-to-date curriculum with teachers involved in its development
    - teamwork among staff
    - resource management

C. **Support for Planning.** The district must provide structural supports for planning and innovation to occur.

1. School site staff must be actively involved in planning. Therefore, flexibility must be afforded, whether in scheduling, staffing or otherwise, to provide people with adequate time to plan.
2. Innovative efforts require time to incubate, and during that time, efforts should be insulated from destabilizing factors such as transfer of key staff.
3. The district's Office of Research must be involved in the design of program evaluation to establish appropriate measures and prepare the system for monitoring. While there can be no assurance that every plan or innovation will succeed, what must be assured is that there is ample justification for the approach. Reasons for the approach, and for its success or failure must be understood and incorporated into future steps.
4. Program evaluation should anticipate and permit adequate time for a particular effort to produce the desired results.

D. **Resources Required for Planning.**

Personnel time is required for planning and to coordinate the planning effort. Consequently, the costs associated with staff release time must be anticipated during the school day. In addition, personnel from the Office of Research should be involved in planning and the design of evaluation. Also the district may need hire planning consultants.

Summary Outline

IV. **ASSESSMENT**: Demand Honest Assessment, Aligned with Community Expectations, that Charts a Course of Action

- A. Student Achievements
- B. Teacher Performance
- C. School and Principal Evaluation
  1. Focus on change
  2. Focus on accomplishments rather than adjustments
  3. Focus on students rather than averages
  4. Emphasize breadth of involvement
- D. Resources Required for Assessment

IV. ASSESSMENT: DEMAND HONEST ASSESSMENT, ALIGNED WITH COMMUNITY EXPECTATIONS, THAT CHARTS A COURSE OF ACTION

This requires the district to set goals that reflect high expectations, then monitor progress and make informed decisions on the basis of objective data. These informed decisions must discard failures, strengthen efforts that show potential and replicate successes.

A. **Student Achievement.** The district must develop achievement measures that are matched to the community's aspirations for student performance.

1. Standard achievement tests must be supplemented with measures that are authentic and reflect the student's critical thinking.

2. Student assessment should be used diagnostically to evaluate the depth and content of learning, identify areas that need further work, and build toward student success. Assessment should not be used punitively, but to teach students the process of learning from mistakes.

B. **Teacher Performance.** Teachers, principals, students and parents should be involved in setting goals for teacher performance. Teacher assessments should be linked to student outcomes and should result in appropriate consequences.

1. In contrast to the current evaluation instrument that reflects no rating above "satisfactory", assessment must elicit the full range of performance quality, from unsatisfactory through excellent.

2. Multiple sources of evaluation should be used, including measures such as portfolio assessment and peer review in addition to principal observation. Assessment should include reliance on objective measures and documentation. Students, parents and other caregivers should be part of the assessment process.

3. Assessment should encompass the full range of teacher performance, including pedagogy, content, classroom management, and demeanor and skill in meeting the diverse learning needs of the students.

4. Assessment should result in recognition or reward for outstanding work, remediation for deficiencies, and reassignment or termination where deficits are not corrected within a reasonable time.

5. Assessment should be tied to the outcomes of individual students: *excessive* student referrals, suspensions, retentions and course failure should be viewed as symptoms of system failure and should trigger closer inspection of teaching practices.

C. **School and Principal Evaluation.** School and principal assessment should be governed by the following principles:

1. **Focus on change.** Emphasis should be on how much a school progresses from one year to the next. The measure should be how much value was added, in terms of student learning, for the year's schooling. Students who are performing below grade level must gain more than a year's growth each year in order to catch up. With clear goals, plans and appropriate curriculum and instruction, student outcomes should improve quickly. When that does not occur, assessment should focus on whether appropriate steps are being taken to support student achievement.

   a. Measurable factors that, taken together, *should* produce improved student outcomes include the following:

      - increased student and teacher attendance rates;
      - reduced incidence of students dropping out;
      - fewer suspensions and expulsions;
      - increased student engagement and effort;
      - maximized use of class time for learning;
      - increased completion of student homework;
      - increased GATE enrollment and programs;
      - increased involvement of parents and other caregivers.

   b. Schools that achieve swift turnaround in student performance should be analyzed to understand what has worked. Progress must be monitored to insure that it is lasting. The principal and key staff of successful schools should become mentors to struggling schools.

2. **Focus on accomplishments rather than adjustments.** Data on relative achievement are useful for comparative purposes, but the district must focus on closing the absolute gaps of student performance within Oakland and between Oakland and other districts.

3. **Focus on students rather than averages.** The success of some students cannot be viewed as an acceptable trade-off for the disappointing performance of others. Aggregate data on student performance may mask significant improvement or decline of some students within a school. Averages provide general information about school performance, but data must be collected and accessible in disaggregated form, so that school performance can be analyzed and understood in terms of such factors as race, ethnicity, gender, primary language, educational disadvantage, and student mobility (transfers and withdrawals during the course of the school year). Assessment should be tied to the progress of individual students who remain in the school over time, not solely reliant upon schoolwide averages.

4. **Emphasize breadth of involvement.** Evaluation procedures must be fair and useful, therefore the development of measures of accomplishment must be done in consultation with staff, parents, and, where appropriate, students. Translation must be provided in home languages other than English to assure participation of LEP students and families.

D. **Resources Required for Assessment.**

Staff time is needed to coordinate and conduct assessment. When standards for assessment are agreed upon—frequency, duration and processes—then release time or other necessary accommodations can be calculated and provided. To develop the authentic assessments that measure student mastery and a fuller range of learning, the district may need to invest in the development of assessment instruments. The district must keep abreast of the state-of-the-art and support teachers as researchers in their classrooms.

Summary Outline

V. **COMMUNICATION**: Use Communication to Empower all Participants in the Teaching and Learning Process

A. Technology and Timeliness

B. Two-Way Communication

1. Between central administration and school site staff

2. Among central administration, school staff and parents

3. Between the superintendent and the community

a. Hot-line

b. Orientation for newcomers

c. Resource coordinator

C. Reporting Student Achievement

1. District performance

2. Individual student performance

D. District Financial Condition

E. Resources Required for Communication

V. COMMUNICATION: USE COMMUNICATION TO EMPOWER ALL PARTICIPANTS IN THE TEACHING AND LEARNING PROCESS

This requires the district to provide clear, timely, complete information which allows for a respectful, informed dialogue that engages students, school staff, parents, other caregivers, central administration and the board.

A. **Technology and Timeliness.** Because information is essential for effective communication, the district must quickly complete the process of acquiring an integrated, on-line data and information retrieval system adequate to its record-keeping, planning, research and assessment needs. The system must use technology to enable personnel to obtain information in time to react effectively. Whether the issue is calling home to follow up on excessive student absence or making timely payroll adjustments to reflect personnel change, good technology supported by sound protocols and staff cooperation must be instituted to dramatically improve the efficiency and effectiveness of the school system.

B. **Two-Way Communication.** The district must institute effective two-way communication at and across all levels to develop a common understanding of expectations, roles and responsibilities and an ongoing dialogue about progress, downfalls and ways to improve that will foster trust and teamwork.

1. **Between central administration and school site staff.**

   a. A representative group of school site staff—teachers, nurses, counselors, psychologists, classified staff and administrators—should be elected by their peers to meet regularly with the superintendent, carrying site concerns to the superintendent, and bringing responses and administration concerns back to the sites.

   b. A professional development communication process should be established, with mentor teachers having lead responsibility, to disseminate information about educational practice that includes staff development offerings, current articles and journals on key issues.

2. **Among central administration, school staff and parents.** A Standing Communication Committee should be created, made up of school site and central staff and parents or other caregivers who represent the language and ethnic groups in Oakland. The Committee should review and recommend

communication practices designed to bridge the gaps between home and school, dealing with such issues as translations, how notices are sent home, how information is presented and by whom, how to enlist the media, the timing and tone of communication.

3. **Between the superintendent and the community.**

   a. *Hot-line*. At the central office, a school-community liaison with ready access to all language translations should provide a direct link between the superintendent and community concerns that are not being satisfactorily addressed by school site personnel.

   b. *Orientation for newcomers*. The superintendent should offer orientations (with translation) for the community prior to the start of each school year, making use of Cable television, meetings, radio, and newspaper opinion columns. The orientation will articulate the district's commitment to high expectations, describe the structure and opportunities for children in the district from early childhood programs through 12th grade, explain standards for academic performance and student behavior, inform the public of promising innovations, set out the district goals and objectives for the year, and help newcomers to this community obtain a concrete picture of the leadership and the education program in Oakland.

   c. *Resource coordinator*. The superintendent should designate a point person who can be contacted by community individuals or organizations seeking to volunteer people or resources or otherwise support the district. The coordinator should be able to articulate the district's mission, goals, plans, programs and needs in such a way that potential resources are captured and directed—in accordance with principles of equity—to support the educational mission of the district. Offers of support that are not compatible with district policy and practice should be declined.

C. **Reporting Student Achievement.** The district should establish its own presentation of student achievement that responds to community expectations, is based on sound criteria, and includes clear and frank interpretation, so the public does not have to rely merely on statewide data and releases to monitor progress. (See the Assessment section on Student Achievement.)

1. **District performance.** The district must set benchmarks for positive change and communicate those together with data about progress to the community. Reports should highlight net achievement gains from year to year as well as current status. The district should report meaningful drop-out information and college-going rates. In addition, it should consider providing information that helps to describe district expectations as well as affect its progress. Examples include attendance (children must attend school to do well); suspensions (declining numbers would suggest improved school climate and management); and student mobility (families who move should be discouraged from unnecessarily transferring a student during the school year, to minimize disruption for the student and for the classes they leave and enter).

2. **Individual student performance.** Student performance data must be provided in a form and time frame that make it understandable and useful. It should guide instruction and inform the family of support that would be helpful from home, so the education team of teacher, student and family can foster student improvement.

D. **District Financial Condition.** The administration should prepare for its staff and the community an explanation of its revenue sources and the restrictions on each. It should proceed with the public process that has been proposed in the district's five year fiscal plan. The administration should tie the fiscal plan to its proposed educational plan for the purposes of evaluating options in the context of the district's mission.

E. **Resources Required for Communication.** The district is already addressing its need to acquire a management information system with the technological sophistication to meet the many demands of the school district. Over and above that substantial cost item, most of the communication issues raised by this strategy call for more resourcefulness, but not necessarily more in the way of resources. For instance, ready access to translation for language minority students and their families may already be available among the bilingual staff. If not, however, resources must be set aside to meet the need.

Summary Outline

VI. **SUPPORT FOR STUDENTS**: Promote the Coordination of Multiple Community Resources to Respond to the Life Circumstances of Students

- A. Scope of Support Needed
- B. Structure at Central Administration
- C. Structure at the School Site
- D. Approaches
  1. Case management
  2. Family support center
  3. On-site health clinic
- E. Resources for Support Services

VI. SUPPORT FOR STUDENTS: PROMOTE THE COORDINATION OF MULTIPLE COMMUNITY RESOURCES TO RESPOND TO THE LIFE CIRCUMSTANCES OF STUDENTS

This requires the district to collaborate with other agencies and community partners. The district and its prospective partners must have a thorough understanding of student needs and must approach collaboration with thought, cultural openness, and a recognition of the community's strengths and expertise.

A. **Scope of Support Needed.** Some students have trouble learning because of needs that, though not academic, are inseparable from the educational process. Recognizing that the schools alone cannot meet the complex non-academic needs of their students, the district must collaborate with other youth-serving agencies to secure access for students to services that transcend categorical divisions and meet the needs of the whole child.

B. **Structure at Central Administration.** The administration must create a structure with which to make maximum use of the external resources that the community can deliver.

1. Establish a formal liaison between the district and health and human service agencies such as county health, social services, probation, and mental health, as well as community-based organizations to determine the feasibility of blending funding streams and develop the institutional capacity for coordinated services to make good use of scarce resources systemwide.

2. Use agency data-bases collaboratively to ascertain the extent to which agency services are reaching the same students and their families, learn more about the needs, services and service gaps that children and families experience, calculate and track student mobility, document current levels of public spending, and provide a basis for redirecting or pooling resources to make services more comprehensive and cost-effective.

3. Build a centralized data base to keep track of community programs that provide student support services at schools. Records should be provided to the district regularly showing numbers of students served, kinds of services, costs and results.

4. Cultivate the development of multi-disciplinary internship programs with graduate departments in local colleges and universities that can offer appropriate supervision for graduate students to work in the schools. Among the areas of possible collaboration are counseling, social work, public health, nursing, public administration and public policy.

C. **Structure at the School Site.** A continuum of support services should be organized at each site to be truly comprehensive, with coordination to insure that programs and services are integrated into the school and with one another.

1. The district should strengthen the mandate and support for a functioning student consultation team (SCT) at each site. (SCT is the multi-disciplinary team made up of school personnel that considers program modifications for students or the alternative of placement in special education.)

2. The student attendance review team (SART) is perceived as a means to push students out. To the extent that perception is based on fact, the SART mission and function need to be redefined to make the structure supportive of students and their families. The district should examine the feasibility of merging SCT with SART and of placing the responsibility for coordination with a staff member identified at each site. If a single team is formed to carry out dual functions, training would be essential to prepare staff to handle their roles in keeping with the respective program mandates.

3. Develop a school-based referral and information system to help school personnel and families access information on community services and resources.

D. **Approaches.** As the collaborating agencies learn more about their collective potential, several approaches should be examined in light of student needs and agency capabilities.

1. Case management places with a single individual or team of individuals the responsibility for "managing" the services provided for each child: to consult with teachers and identify students with problems; counsel students and families; plan and broker for services; create links to resources and advocacy; and evaluate service effectiveness. The case manager, or case team, sees the whole picture of services being provided to the child.

2. The family support concept offers a place (which may be the local school) where families can come for information, workshops, and other services determined through participant governance. Service is for the whole family and is designed by families and for family strengths, in contrast to approaches that presume needs and target deficits.

3. The on-site health clinic at Fremont High School is an exemplary drop-in health and mental health facility that has proven a cost effective and well-conceived approach to serving students.

(See Appendix B-2 for a brief description of promising efforts that support students.)

E. **Resources for Support Services.**

The focus of this strategy is on bringing resources to bear for student support. The supports contemplated require skillful advocacy and coordination by the school district to capture community cooperation and investment. Staff time must be allowed for coordination and space must be provided as needs are defined. The district must exercise leadership and demonstrate its openness to collaboration.

Summary Outline

VII. **RESOURCE MANAGEMENT**: Commit to the Principle of Equity in the Allocation and Development of Resources

A. Equity

B. Maximize Resources

1. Staffing concerns
2. Relationship with bargaining units
3. To maintain fiscal control
4. Facilities management

C. Community Partnerships

1. Non-profit institutions
2. The private sector

D. Public Support for Schools

1. The State
2. The City and County
3. The People

VII. RESOURCE MANAGEMENT: COMMIT TO THE PRINCIPLE OF EQUITY IN THE ALLOCATION AND DEVELOPMENT OF RESOURCES

This requires the district to target existing personnel and financial resources, aggressively seek additional resources to improve outcomes for all students and ensure equitable results among the schools.

A. **Equity.** The quality of a child's education must not depend on race, ethnicity, language, income or an accident of geography: district, financial and personnel resources should be allocated equitably to assure that throughout the district each child receives a high quality educational experience. Attainment of equity should be guided by the philosophy that, while not reducing quality at any school, resources for low-performing schools must be augmented to help those schools achieve on par with the best.

B. **Maximize resources.** The district's present and projected fiscal condition compels more efficient operations to maximize the resources that can be used for the educational program.

1. **Staffing concerns.** (See the section on Staff Development.)

   a. Recruitment of teaching professionals should be aimed to attract outstanding people who reflect the languages and ethnic diversity of the student body. This requires a competitive salary and benefit package that attracts applicants. The current annuity system should be restructured to afford an incentive for teachers to come into the district.

   b. The district should establish a paraprofessional program to enable instructional assistants—many of whom are bilingual, of color, experienced in working with children and committed to staying in our schools—to pursue a teaching credential while working in the classroom.

   c. The district should continue the course it has begun with recruitment and hiring of business services employees and managers who have proven financial experience. Training should be provided for those whose skills need to be strengthened.

2. **Relationship with bargaining units.** To improve relationships between the administration and the bargaining units, the following need to occur:

   a. Bargaining should be treated in the manner of all district activities, to focus on the needs of the students.

   b. The administration and the bargaining units should build their negotiations on a sound understanding of collective bargaining and work to develop a "win-win" approach.

   c. The administration and the bargaining units should obtain input from the school sites and central administration prior to the start of bargaining.

3. To maintain fiscal control, district expenditures must be identified, evaluated and contained in accordance with the following general principles:

   a. Basic costs for operating each program should be identified, including direct and indirect costs.

   b. Program funding should continue only when evaluation confirms effectiveness.

   c. Each new program must have sufficient funding to cover all costs prior to implementation unless a decision is made to subsidize a program from another fund.

   d. Cost containment strategies should be developed.

   e. When program evaluation supports continued funding, the budget process should hold allocations constant from year to year, permitting increases only as the result of a justification review process.

   f. Budget control procedures should be developed and supported, including:

      - policies for program budget overruns/deficits;
      - management of all positions in the district so when a vacancy occurs, dedication to the appropriate budget is made;

- develop cooperation with managers and principals so that expenditures are justified according to district and program goals and not just because funds are available in a given category.

4. **Facilities management.** (See overcrowding and underutilization in the Planning section, above and in Appendix C.)

C. **Community Partnerships.** The school district must gain the broader community's confidence in its commitment and capability to set and reach goals through planning and effective use of resources. With this message, the district can strengthen existing community partnerships and develop new ones that foster improved schools and improved student outcomes, targeting support to impact on students and schools performing below district goals.

1. **Non-profit institutions.** The district should take full advantage of the many community-based organizations, colleges and universities in close proximity. The goal should be for two-way impact: improving student access to education, training and support programs; and simultaneously, influencing practices and programs for the benefit of children. For instance, schools can contribute to reforms in professional training for teachers, health, social workers, and others who serve children and families; the colleges and universities can support staff development. Similarly, community-based organizations serving students can bring to school staff important lessons about race, culture and community, as well as their professional skills and methodologies.

2. **The private sector.** Cultivate additional private sector support and use these new-found resources as leverage and incentive for systemic change aimed at improving student outcomes.

   a. The superintendent should connect with business and professional associations to gain additional financial and political support. It is up to the business and professional community to be open and accept that the district is focused and capable of making good use of resources. The private sector must respond generously to the district, but seek assurance that resources will be used for positive change.

   b. Consistent with the goals and plans it lays out, the district should seek volunteer support for schools and student services, as well as technical assistance in such areas as management, technology and curriculum.

c. The district should consider enlisting the support of the private sector in seeking to improve media coverage of the Oakland public schools.

D. **Public Support for Schools.** The district must identify and pursue potential revenues and other support that matches the educational program. The three areas in which the community should work alongside the district are the following:

1. **The State.** It is up to the community to form an alliance with the other large urban districts and raise the issues of inequitable funding and outcomes between urban and suburban districts. The community must press legislators to aggressively seek and seize support for school funding that is adequate to meet the real costs of urban public education.

2. **The City and County.** The City, the County and the schools should aggressively pursue their mutual interest in strengthening the impact of public funds spent on Oakland's children. The City should continue to support the school district as it is currently doing through the use of redevelopment funds for the partnership academies and seek more opportunities to help bring about positive change.

3. **The People.** As the school district demonstrates its commitment to change, the community must acknowledge and assist by mounting a campaign to enact a local parcel tax that can increase the pool of resources to support district programs. Since tax passage requires more than a mere majority, it will take an all-out effort to convince neighbors and coworkers that good education in Oakland is everybody's responsibility.

CHAPTER 5

Next Steps: Making It Happen

This report represents the completion of just two phases of the Commission's work: assessment and recommendations. We have set out the challenge: to obtain dramatically improved results that reach all our students. A vision and strategic approaches have been presented. Over the course of the next two months, the school district will continue to develop its five year educational and financial plan, now able to incorporate the Commission's recommendations as an integral part. We have arrived at the starting point.

What we anticipate in the district's plan is a statement of the district goals and objectives, a detailed presentation of what will be done to attain those goals, how it will be done, and a timetable for implementation. A key part will be school plans that involve staff, parents and other caregivers in a process of needs assessment, goal setting and planning at each site. Site plans are essential because the changes we want for our students cannot be implemented without the commitment and enthusiasm of those who work at individual schools and those who depend on them. The district's five year plan will be completed by December 31, 1990 and implementation should begin with the new year.

The Commission has several parts to play in the planning and implementation that lie ahead. As the district constructs its plan and helps schools to develop individual school plans, commissioners will interpret the strategies in this report and advocate for their inclusion. Once implementation is underway, the Commission will serve a dual role. It will develop resources—working in concert with the school district to

secure foundation grants, business and other private sector contributions and connections—in support of positive school change. In at least one instance, this work has already begun. With the combined effort and resources of the school district and the Urban Strategies Council, an effort is underway to foster collaboration and develop partnerships in Oakland among public agencies, community-based organizations and the school district to address the non-academic support needs of students. The Urban Strategies Council has provided the district with access to research on state-of-the-art collaborations and consultation on the complexities of public agency funding sources and regulations. The effort has potential to provide services for students that are comprehensive rather than fragmented, and thus to maximize the effectiveness of public and private sector spending for students in our schools. This effort is a direct outgrowth of the Commission's panel process and represents the kind of resource development, connections and larger community support for schools that must be sustained to bring about positive school change.

The Commission's second role is as monitor. It will report periodically to the community on the district's progress in achieving positive change. The Commission's reporting function is intended to keep the community attuned to outcomes for which the community must hold schools accountable, and alert to school needs for which the community must mobilize political and other support. The format of reports will be consistent over time, so they are readable and readily show progress or the lack of it. Measures of progress will be developed in consultation with the school district. The Commission will acknowledge improvement and promising efforts. Where progress falls short of objectives, the Commission will expect the district to develop plans for modification and refinement with timetables for implementation. We envision that the Commission will play these roles over the course of the next three to five years.

We can create positive change in the Oakland public schools. We have already begun, and working together, we will succeed.

APPENDICES

APPENDIX A

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APPENDIX A-1

Comparative Facts About the District

Total General Fund Revenues -- California Large Urban Districts

Revenue by Source -- California Large Urban Districts

Class Size -- California Large Urban Districts

Total General Fund Revenues -- Nearby Districts

Teacher Salaries -- Nearby Districts

Oakland Certificated Staff Description

Oakland Students -- Ethnicity Compared to Students Statewide

TOTAL GENERAL FUND REVENUES FOR 1988-89 PER ADA
21 CALIFORNIA LARGE URBAN SCHOOL DISTRICTS

District Name	State Revenue Limit Per ADA	Federal Revenue Per ADA	Other State & Local Revenue	Transfers & Beginning Balance Per ADA	Total Revenue Including Beginning Balance And Other Sources
San Jose Unified	$ 2711.48	$ 280.06	$ 1615.67	$ 247.01	$ 4854.22
San Francisco Unified	2869.92	313.16	1383.98	255.08	4822.14
Los Angeles Unified	2668.55	199.90	1564.28	355.72	4788.45
San Diego Unified	2734.47	237.93	1274.32	418.65	4665.46
Stockton Unified	2862.63	336.17	1026.56	235.91	4461.27
OAKLAND UNIFIED	2748.23	289.56	1113.24	14.25	4165.28
Richmond Unified	2771.52	203.70	1123.02	196.19	4294.44
San Bernardino Unified	2730.61	190.64	1135.23	712.91	4769.39
Compton Unified	2631.63	344.69	1029.45	227.48	4233.25
Sacramento Unified	2755.32	291.02	885.31	145.20	4076.85
All Unified Districts	2740.89	173.30	1010.59	315.34	4239.56
Fresno Unified	2705.27	222.43	913.57	98.61	3939.88
Orange Unified	2721.89	115.82	950.10	151.37	3939.17
Montebello Unified	2723.74	185.75	851.62	349.88	4110.99
San Juan Unified	2763.44	121.89	870.84	182.91	3939.09
Garden Grove Unified	2696.80	144.75	871.10	273.86	3986.52
Santa Ana Unified	2700.73	157.51	848.86	203.40	3910.50
Long Beach Unified	2681.96	211.52	792.22	364.05	4049.74
Pomona Unified	2632.87	223.76	820.63	212.74	3889.99
Riverside Unified	2740.82	135.20	793.40	408.13	4077.55
Mt. Diablo Unified	2766.19	84.11	781.89	143.44	3775.63
Fremont Unified	2593.68	104.34	811.33	230.00	3739.35

1988-89 ADA ENROLLMENT FOR THE 21 CALIFORNIA LARGE URBAN SCHOOL DISTRICTS

District Name	ADA Enrollment (includes Regular ADA, ROC/P ADA, & Summer ADA)
Los Angeles	594,169
San Diego	116,429
Long Beach	66,515
Fresno	64,503
San Francisco	60,259
OAKLAND	49,494
San Juan	46,523
Sacramento	46,154
Santa Ana	39,115
San Bernadino	36,032
Garden Grove	35,937
Mt. Diablo	31,685
Montebello	31,485
Stockton	30,270
San Jose	29,829
Richmond	29,068
Riverside	28,276
Fremont	27,579
Compton	27,024
Ponoma	25,435
Orange	24,489

SOURCE: COMPARATIVE ANALYSIS OF DISTRICT INCOME AND EXPENDITURES FOR 1990, School Services of California, Inc.

TOTAL REVENUE BY SOURCE:
OAKLAND COMPARED TO 20 OTHER LARGE CALIFORNIA SCHOOL DISTRICTS

THE FOLLOWING DATA IS CALCULATED BY PERCENTAGE

	OAKLAND	COMPARATIVE DISTRICTS
Revenue Limit	66.20%	64.97%
Federal Sources	6.98	4.98
Other State Revenues	25.85	27.83
Other Local * Revenues	.97	2.22

*Local revenues, interest, leases and rentals, sale of publication

SOURCE: COMPARATIVE ANALYSIS OF DISTRICT
INCOME AND EXPENDITURES FOR 1990,
School Services of California, Inc.

OAKLAND UNIFIED SCHOOL DISTRICT CLASS SIZE FOR 1988-89
COMPARED WITH 20 OTHER LARGE URBAN CALIFORNIA SCHOOL DISTRICTS

CLASS SIZE FOR K-12
Average Enrollment Per Class

Oakland	Comparative Districts
K - 26	K - 28
1 - 28	1 - 27
2 - 29	2 - 27
3 - 29	3 - 27
4 - 29	4 - 27
5 - 28	5 - 27
6 - 28	6 - 28
Number of classes 1,135	300,206.00
27.95	27.30 .64 difference

GRADE 7 - 8 CLASS SIZE BY SUBJECT
Average Enrollment Per Class

	Oakland	Comparative Districts
English	28	27
Math	29	28
P.E.	42	37
Science	28	29
Social Science	30	28
Fine Arts	27	27

GRADE 9 - 12 CLASS SIZE BY SUBJECT
Average Enrollment Per Class

	Oakland	Comparative Districts
English	28	27
Language	26	29
Math	28	29
P.E.	34	34
Science	28	29
Social Science	28	29
Fine Arts	27	26
Vocational Ed	23	25

SOURCE: COMPARATIVE ANALYSIS OF DISTRICT
INCOME AND EXPENDITURES FOR 1990,
School Services of California, Inc.

TOTAL GENERAL FUND REVENUES FOR 1988-89 PER ADA
OAKLAND COMPARED TO NEARBY SCHOOL DISTRICTS: ALAMEDA & CONTRA COSTA COUNTIES

Rank	District Name	Revenue (including all sources) per ADA
1	Emery Unified (Emeryville)	$ 8551.94
2	Berkeley Unified	6652.42
3	Piedmont Unified	4810.36
4	Albany Unified	4393.56
5	John Swett Unified	4346.47
6	Richmond Unified	4294.44
7	Martinez Unified	4270.87
8	Pittsburg Unified	4252.23
9	All Unified Districts	4239.56
10	Castro Valley Unified	4203.97
11	OAKLAND UNIFIED	4165.28
12	Alameda Unified	4156.96
13	Livermore Unified	4074.59
14	New Haven Unified	3971.18
15	San Leandro Unified	3872.79
16	San Lorenzo Unified	3867.38
17	Hayward Unified	3836.76
18	Antioch Unified	3808.99
19	Mt. Diablo Unified	3775.63
20	Newark Unified	3740.06
21	Fremont Unified	3739.35
22	San Ramon Unified	3543.55

SOURCE: SAN RAMON UNIFIED SCHOOL DISTRICT

COMPARISON OF TEACHER'S SALARY AND BENEFITS IN OAKLAND
TO NEARBY DISTRICTS FOR 1989-90

(THE DISTRICTS ARE RANKED FROM HIGHEST STARTING SALARY TO LOWEST)

DISTRICT	STARTING SALARY	MAXIMUM SALARY	HEALTH/WELFARE BENEFITS
Pleasanton*	32440	55010	0
Newark**	26474	46149	3691
Piedmont	26004	43942	4545
San Francisco	25715	44960	2461
Dublin	25221	49424	5500
San Leandro	25081	45752	2500
Richmond	24960	44760	4013
New Haven	24724	51119	3640
Hayward	24517	43869	2450
Mt. Diablo	24252	41172	4307
Livermore	24200	49234	5133
OAKLAND *	24198	40141	5143
Fremont**	24139	46195	2171
John Swett**	24011	40840	6470
Emery (Emeryville)	23901	43306	3900
San Lorenzo	23813	44594	3336
Martinez	23621	49149	3903
Albany	23508	46212	5194
Alameda	23068	44319	5045
San Ramon	22575	46530	5758
Antioch	22324	46925	5592
Castro Valley	22225	43614	3716
Pittsburg**	21990	41318	3661
Berkeley	19067	41425	4039

* Using 1989/90 Salary Schedule; 1989/90 Compensation not final.
** Using 1988/89 Salary Schedule; 1989/90 Salary Schedule not determined at this time.

NOTE: Does not include retirement or annuities. In all of the other school districts in the East Bay, all of the money received by teachers shows up on the salary schedule. This is not true for Oakland. In Oakland, the teachers have a unique 7.5% annuity payment for those who have worked at least 3 years in the district. No other East Bay district has such a payment. The dollar amounts in 1988-89 ranged from an additional $1,816 for the beginning of 4 years teaching experience to a maximum of $3,011 with 26 years experience or more.

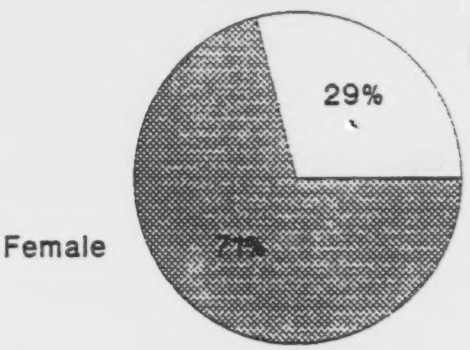
SOURCE: FREMONT UNIFIED SCHOOL DISTRICT
JOHN SWETT UNIFIED SCHOOL DISTRICT
OAKLAND EDUCATION ASSOCIATION
PLEASANTON UNIFIED SCHOOL DISTRICT
SAN RAMON UNIFIED SCHOOL DISTRICT

100

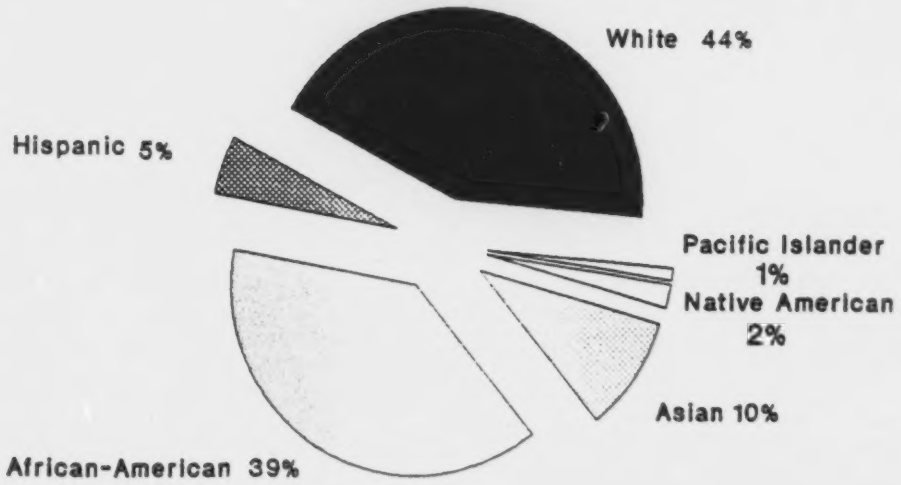
CERTIFICATED STAFF DESCRIPTION
1988 Oakland Public Schools

Number of Professional Staff	2704
Average Age	46
Education Service	
Average this District	14
Average Total Years	17

Gender



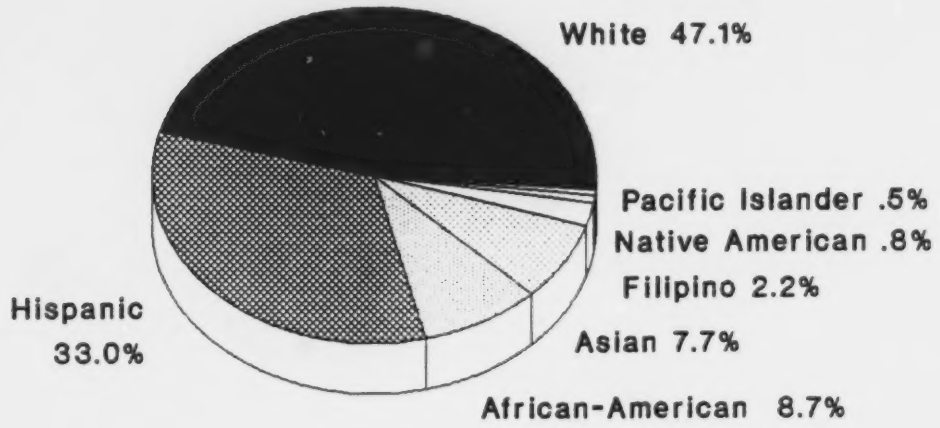
Ethnicity



Data Source: Oakland Unified School District

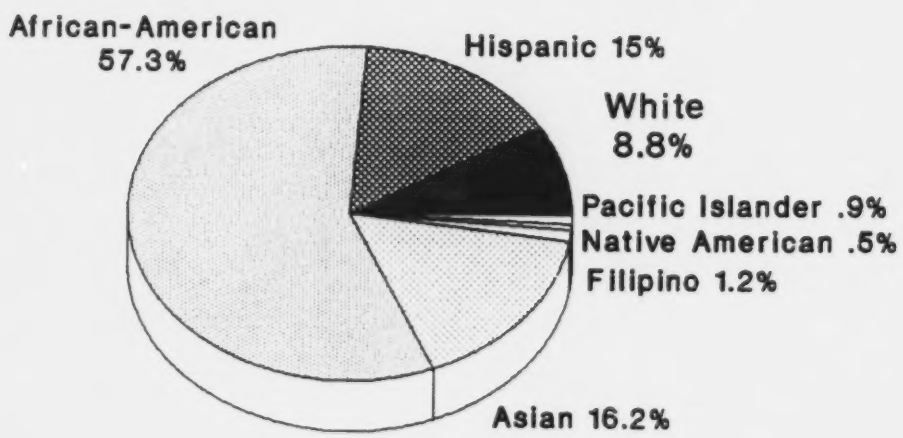
ETHNIC COMPOSITION

California Public School Enrollment 1989-90



Data Source: California State Department of Education

Oakland Public School Enrollment 1989-90



Data Source: Oakland Unified School District

APPENDIX A-2

Allocations: Budget and Staffing Formulas

Allocation Formulas

SCHOOL SITE UNRESTRICTED PROGRAM ALLOCATION FORMULAS
ADAPTED FROM: OUSD Final Budget, 1990-1991

		ELEM.	MID/JR.	HIGH
1. Supplies, books, equipment (per pupil)		$23.39	$29.26	$35.36
2. Capital outlay (per pupil)		$5.00	$5.00	$5.00
3. Teachers : students	(K)	1:26	*	*
	(1-6)	1:29		
4. Principals**		1	1	1
5. Assistant principals				
0-500 students		0	1	1
500+ students		0	2	2
700+ students		1	NA	NA
All high schools		NA	NA	2
6. Counselors		0	1:325+	1:325+

*Middle/junior and high school teachers $\frac{\text{periods x students}}{\text{class size x periods}}$

** Because of proximity or low enrollment, some elementary schools share a principal with another school.

At the start of each year, every school is allocated its share of the unrestricted budget for that coming year. The table shows how a school's allocation is determined, on the basis of enrollment, for teachers, counselors, books, supplies, equipment and administrators. "Capital outlay" is money spent for durable educational equipment such as student furniture and computers. Each school's final allocation for capital outlay and supplies, books and equipment is set when the firm enrollment figures are established in October.

APPENDIX A-3

Student Characteristics in the Elementary Schools

Elementary Schools by Region

Enrollment

Limited English Proficient Students (LEP)

Students in Households Receiving Public Assistance (AFDC)

Student Mobility -- Disruption Index

ELEMENTARY SCHOOLS BY REGION

For purposes of analysis in the report, elementary schools have been categorized by their location and attendance areas:

Flatlands (36)

Allendale
Bella Vista
Brookfield
Cleveland
Cole
Cox
Emerson
Franklin
Fruitvale
Garfield
Golden Gate
Hawthorne
Highland
Hoover
Jefferson
Martin Luther King
La Escuelita
Lafayette
Lazear
Lincoln
Lockwood
Longfellow
Horace Mann
Manzanita
Markham
Maxwell
Melrose
Peralta
Prescott
Santa Fe
Sherman
Sobrante Park
Stonehurst
Washington
Webster
Whittier

Border (4)

Burbank
Lakeview
Parker
Piedmont Avenue

Hills (19)

Arts
Burckhalter
Chabot
Crocker
Glenview
Grass Valley
Hillcrest
Howard
Kaiser
Laurel
Marshall
Joaquin Miller
Montclair
Munck
Redwood Heights
Sequoia
John Swett
Thornhill
Toler

- Sixty-one percent (61%) of elementary schools are in the flatlands.
- Thirty-two percent (32%) of elementary schools are in the hills.
- Seven percent (7%) of elementary schools are on the border, with attendance areas that share both flatland and hills.

ELEMENTARY SCHOOL ENROLLMENT

DATA SOURCE: 1989 CBEDS for 1989-90 District Enrollment
OUSD Elementary Student Information System 3/90.

Elementary students comprised 61.1 percent (30,823) of all district students.

Group	Percent	Number
African-American	55.4 percent	(17,094)
Asian	17.5 percent	(5,400)
Hispanic,	15.6 percent	(4,821)
White	9.6 percent	(2,960)
American Indian	.4 percent	(150)

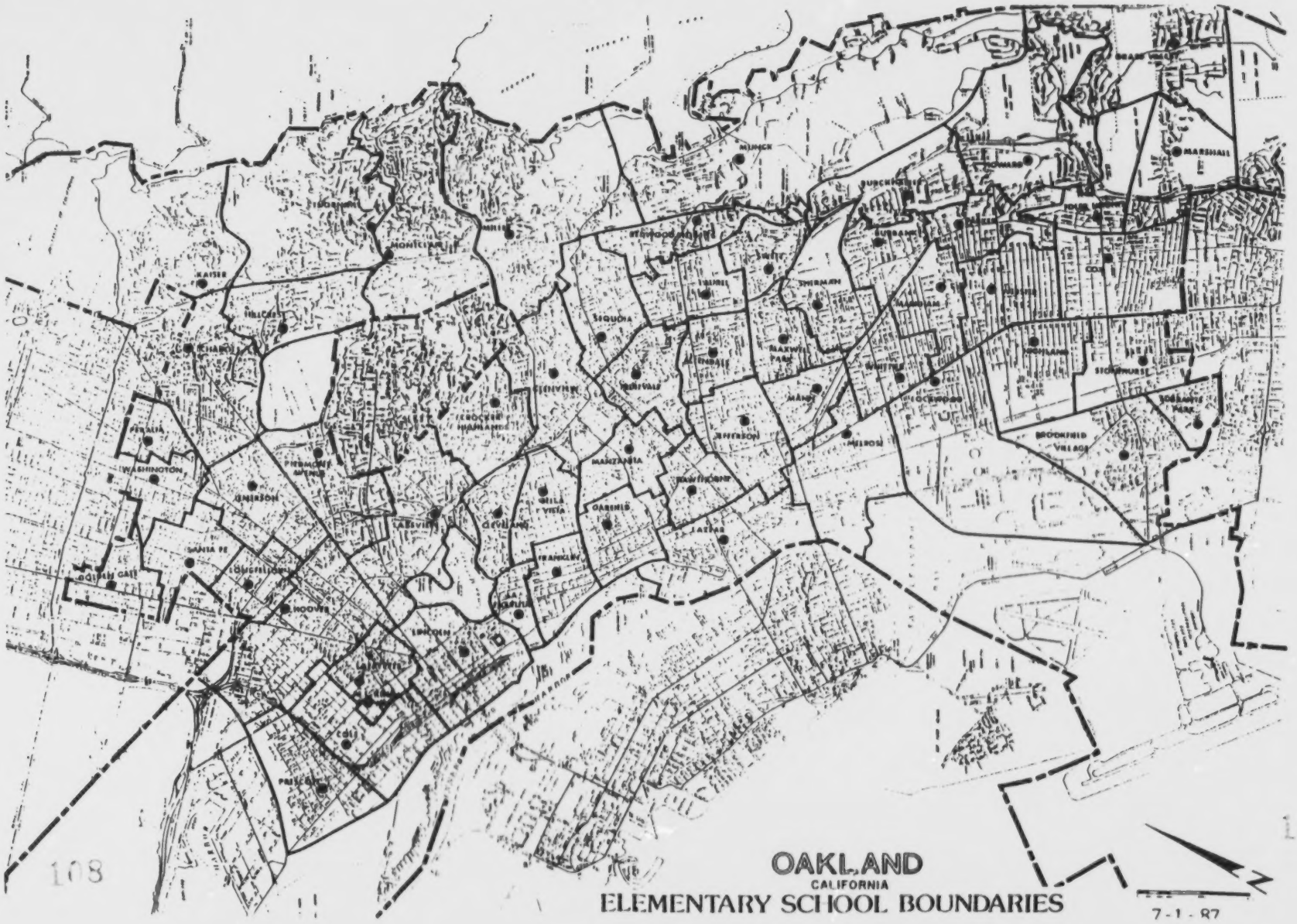
- Elementary students in flatland schools, those schools below MacArthur Boulevard and west of Broadway or College Avenue, comprised 73.6 percent (22,694) of all elementary students.

- Students in hill schools, those schools above MacArthur Boulevard and east of Broadway or College Avenue, comprised 20. 6 percent (6,360) of all elementary students.

- Four schools did not clearly fall in either of these categories and were designated as border. Border schools accounted for 5.7 percent (1,769) of all elementary students.

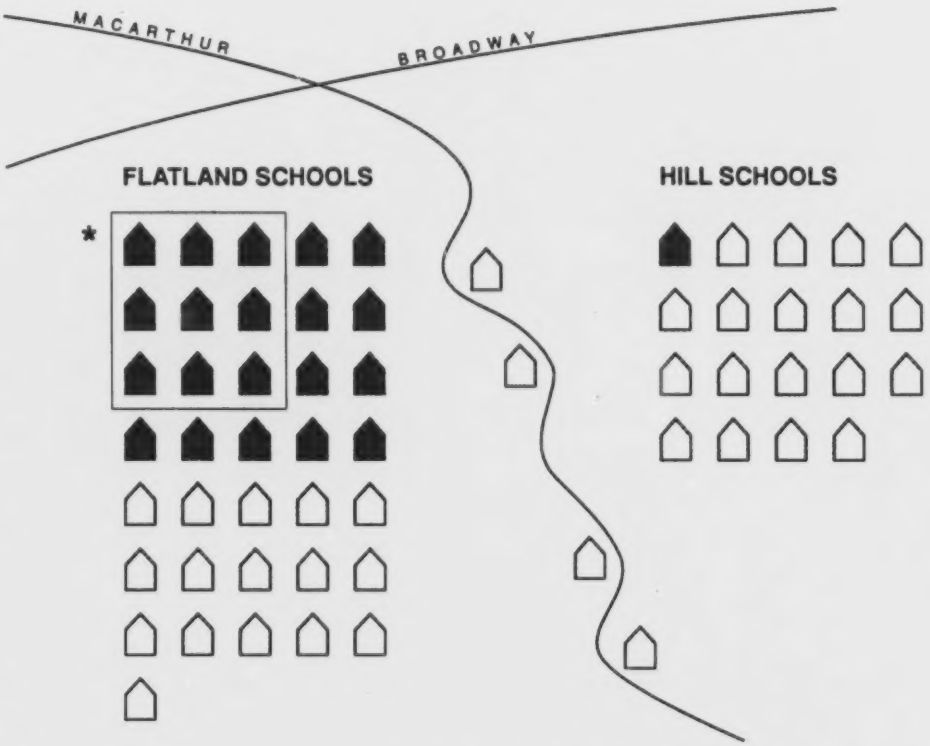
Flatland Schools	As a Percentage of all flatland students	Percentage of ethnic groups that attend flatland schools
African-American	57.9	75.7
White	2.6	20.6
Hispanic	19.3	90.8
Asian	19.4	81.7

Hill Schools	As a percentage of all hill students	Percentage of ethnic groups that attend hill schools
African-American	42.8	15.9
White	35.2	75.6
Hispanic	5.4	7.2
Asian	13.5	15.9


108
109
OAKLAND
CALIFORNIA
ELEMENTARY SCHOOL BOUNDARIES
7-1-87

Limited English Proficiency (LEP) Analysis

Oakland Elementary Schools with LEP Enrollment Greater than the District Average of 18.3% per School



* 9 Flatland schools have LEP enrollment more than twice the district average

The Oakland Unified School District includes a total of 59 elementary schools. Flatland schools (36 total) refer to schools below MacArthur and west of Broadway or College Avenue. Hill schools (19 total) are those east of Broadway or College Avenue and above MacArthur. Four schools did not clearly fall in either of these categories and are referred to as Border schools.

Data Source: Oakland Unified School District 1989-1990

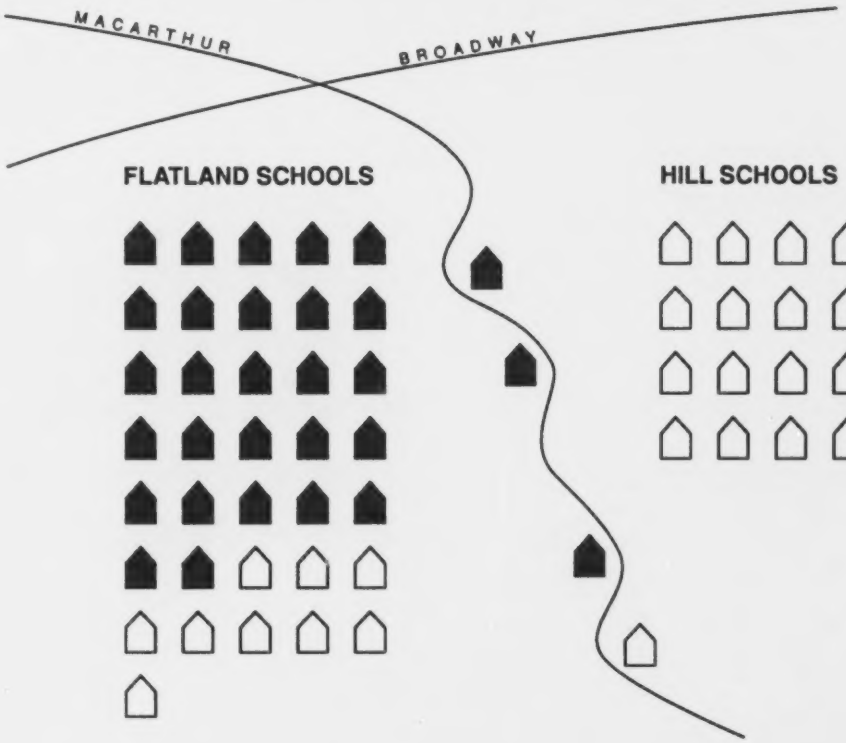
LIMITED ENGLISH PROFICIENCY ANALYSIS

PERCENTAGE OF LEP STUDENTS 1989-90
DATA SOURCE: OUSD Elementary Student Information System, March 1990.

- District LEP enrollment is 25% of all students.
- Average LEP enrollment at a school is 18.3%.
- LEP enrollment at schools ranges from a high of 76.3% to a low of .2%.
- Among schools with LEP enrollment greater than the district average, 20 are in the flatlands and one is in the hills.
- Flatland schools account for all 9 schools with more than two times the average enrollment of LEP students (more than 40%).

Public Assistance Analysis

Oakland Elementary Schools with More than the District Average (38%) of Enrollment of Students from Households Receiving Public Assistance*



* Households receiving Aid to Families with Dependent Children (A.F.D.C.)

The Oakland Unified School District includes a total of 59 elementary schools. Flatland schools (36 total) refer to schools below MacArthur and west of Broadway or College Avenue. Hill schools (19 total) are those east of Broadway or College Avenue and above MacArthur. Four schools did not clearly fall in either of these categories and are referred to as Border schools.

Data Source: Oakland Unified School District 1989-1990

PUBLIC ASSISTANCE RECIPIENCY ANALYSIS

[Aid to Families with Dependent Children (AFDC)]

DATA SOURCE: 1988-89 Schools Profiles, OUSD Office of Research and Evaluation.

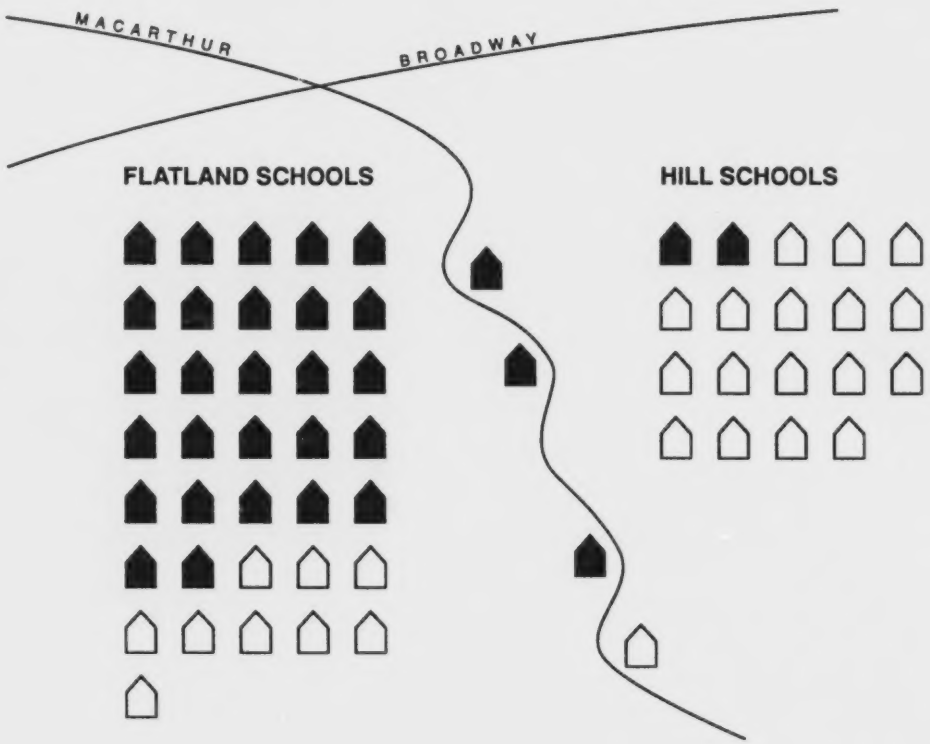
AFDC percentages range among schools from O to 86.6 percent. The average is 38 percent.

- **All hill schools are below the average.**
  Eleven of these hill schools have fewer than 10 percent of their students living in households that receive public assistance.

- **Three-fourths of all flatland schools are above the average.** Nine of these flatland schools have more than 70 percent of their students living in households that receive public assistance.

Elementary School Disruption Analysis

Oakland Elementary Schools with a Disruption Index Greater than the District Average of 36.7 per School



The Oakland Unified School District includes a total of 59 elementary schools. Flatland schools (36 total) refer to schools below MacArthur and west of Broadway or College Avenue. Hill schools (19 total) are those east of Broadway or College Avenue and above MacArthur. Four schools did not clearly fall in either of these categories and are referred to as Border schools.

Data Source: Oakland Unified School District 1988-1989

1988-89 ELEMENTARY SCHOOL DISRUPTION INDEX ANALYSIS

DATA SOURCE: 1988-89 OUSD Student Entry Summary Report, 10/18/89;
1988-89 OUSD Student Withdrawal Summary Report.

* Note - The disruption index is computed by adding the number of student withdrawals and entries at a school and dividing that sum by the school's enrollment. The result is then multiplied by 100. The outcome is a figure that expresses the instances of disruption from student mobility at a school relative to the school's enrollment size. The higher the index, the greater the disruption a school experiences from student mobility. The index is computed for student mobility from October to May to capture the period when student enrollment is most stable.

- The average disruption index for OUSD elementary schools is 36.7. The disruption indices range from a low of 5.8 to a high of 69.4.

- Seventeen of 19 hills schools (89%) have disruption indices below the district average. Three of 4 border schools (75%) have disruption indices below the district average. Nine of 36 flatland schools (25%) have indices below the district average.

- The majority of flatland schools (75%) have indices higher than the district average.

- All ten schools with disruption indices that are less than half the district average are hill schools. These schools' indices range from 5.8 to 17.3.

- All eight schools with disruption indices that are 50% greater than the district average are flatland schools. These schools' indices range from 57 to 69.4.

APPENDIX A-4

Resources in the Elementary Schools

School Enrollment Size

School Capacity

Ratio of Adults to Students

Ratio of Bilingual Teachers to LEP Students

Class Size

Mentor Teacher Distribution

Teacher Vacancies

ELEMENTARY SCHOOL ENROLLMENT SIZE ANALYSIS

DATA SOURCE: OUSD Elementary Student Information System, Marc print-out, 1989-90.

- The average enrollment for elementary schools is 522.4 students. Elementary student enrollment ranges from a low of 105 students to a high of 1,205 students.

- The elementary schools with the largest enrollment are located in the flatlands. The average enrollment for flatland schools is 630.4 students, compared to 442.3 students in border schools and 334.7 students in hill schools.

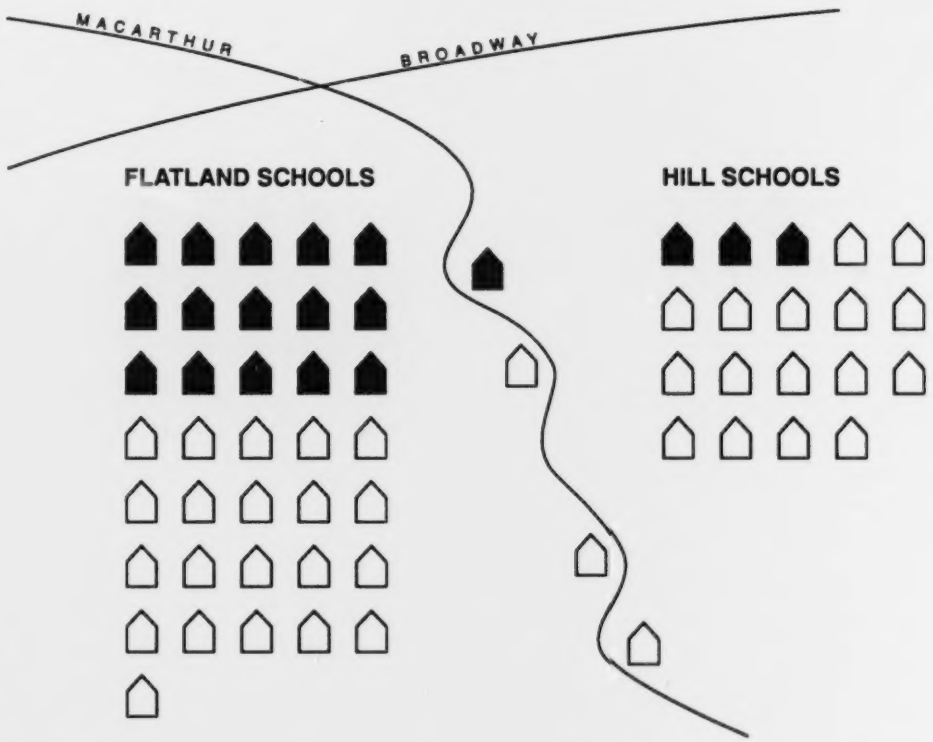
- Twenty-three schools have student enrollments that are above the district average. Two of these are hill schools (8.7%), one is a border school (4.3%) and 20 are flatland schools (87%).

- Seventeen hill schools (89%) have student enrollments lower than the district average.

- Twenty flatland schools (56%) have student enrollments higher than the district average.

Capacity Analysis

Oakland Elementary Schools with Student Enrollment Above School Capacity (Overcrowded)



% with Student Enrollment Above School Capacity (Overcrowded)

FLATLAND SCHOOLS 79%	HILL SCH. 15.8%	B. 5.2%

Compared to: % of All Oakland Elementary Schools

FLATLAND SCHOOLS 61%	HILL SCHOOLS 32%	BOR. 7%

The Oakland Unified School District includes a total of 59 elementary schools. Flatland schools (36 total) refer to schools below MacArthur and west of Broadway or College Avenue. Hill schools (19 total) are those east of Broadway or College Avenue and above MacArthur. Four schools did not clearly fall in either of these categories and are referred to as Border schools.

Data Source: Oakland Unified School District 1988-1989

CAPACITY ANALYSIS

DATA SOURCE: Capacity data- OUSD Facilities Planning 1989-90 Enrollment 2nd statistical, Oct. 89.

There are 19 schools with student enrollments that exceed the building capacity (with portables).

17% of hill (3 out of 18) schools are above capacity.
42% of flatland (15 out of 36) schools are above capacity.

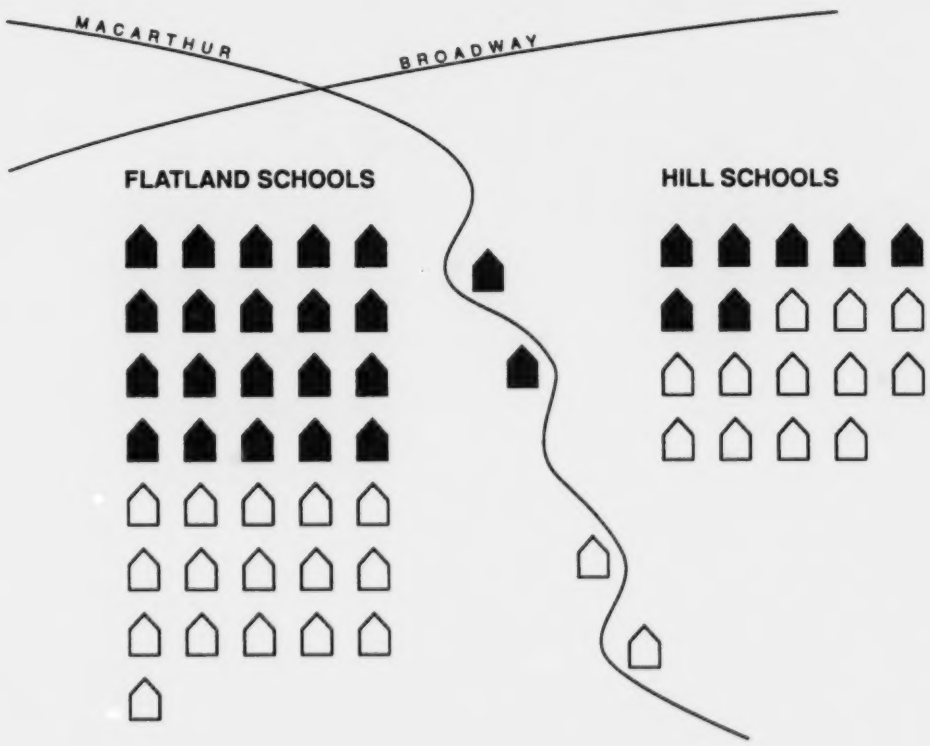
Flatland schools comprise 79% of schools above capacity, and 61% of all elementary schools. Hill schools comprise 16% of schools above capacity, and 32% of all schools.

12 schools are more than 10% above capacity:
- o 3 are hill schools,
- o 9 are flatland schools.

Six flatland and 1 hill school are more than 20% above capacity, accomodating an extra 74 to 157 students.

Adult to Student Ratio Analysis

Oakland Elementary Schools with Ratios of Adults to Students Better than the District Average (1 adult to 16.4 students)



% with Ratios of Adults to Students Better than the District Average

FLATLAND SCHOOLS	HILL SCHOOLS	BOR.
69%	24%	7%

Compared to: % of All Oakland Elementary Schools

FLATLAND SCHOOLS	HILL SCHOOLS	BOR.
61%	32%	7%

The Oakland Unified School District includes a total of 59 elementary schools. Flatland schools (36 total) refer to schools below MacArthur and west of Broadway or College Avenue. Hill schools (19 total) are those east of Broadway or College Avenue and above MacArthur. Four schools did not clearly fall in either of these categories and are referred to as Border schools.

Data Source: Oakland Unified School District 1989-1990

RATIO OF ADULTS TO STUDENTS

DATA SOURCE: OUSD Work Site Employee Verification Report, 10/05/89.

The average ratio of **elementary student enrollment to** adults for the district is **16.42 to 1.**

Of the 30 schools that have fewer adults per student than the district average:

- Twelve are hill schools, representing 40% of schools below the district average.
- Sixteen are flatland schools, representing 53% of schools below the district average.
- Two are border schools, representing 6% of schools below the district average.

Of the 29 schools that have more adults per student than the district average:

- Seven are hill schools, representing 24% of schools above the district average.
- Twenty are flatland schools, 68% of schools above the district average.
- Two are border schools, representing 6% of schools above the district average.

RATIO OF BILINGUAL TEACHERS TO LIMITED ENGLISH PROFICIENT STUDENTS

DATA SOURCE: 1989-90 Elementary Teacher Staffing for Limited English Proficient (LEP) Students, OUSD Division of Human Resources.

The bilingual education program is described by the district as one which serves the limited English proficient students and fluent English proficient students. The students are given instruction which will help them communicate effectively in English, and they are taught in their primary language to allow for the development of proficiency in academic skills. (SOURCE: OUSD School District Information Summary, 1988-89, p. 20.)

- Ninety-three percent of elementary age LEP students attend flatland schools. Two percent attend border schools and five percent attend hill schools.

How well are elementary schools staffed to serve LEP students?

- Sixty-five percent of the schools with more than 20 LEP students have bilingual teachers (26 of 40 schools), while thirty-five percent (14 of 40 schools) do not.

- The average ratio of LEP students to bilingual teachers in the elementary schools with more than 20 LEP students is 34.7 students to one teacher. The school ratios range from a low of 16.4 to 1 to a high of 116 to 1.

- Ten of the 26 schools with bilingual teachers have fewer bilingual teachers for LEP students than the district average. All ten of those schools are in the flatlands.

- Among the elementary school bilingual teachers, slightly more than half (97) are certified teachers, while 173 are teachers-in-training and 11 hold Language Development Specialist certification.

The OUSD Personnel division notes that the available pool of credentialled teachers statewide is limited, and cites the Commission on Teacher Credentialling for the State of California reports on enrollments in professional programs: the July 1989 State Report on Teacher Supply and Enrollment indicated the following results among people seeking elementary school bilingual credentials statewide:

Language group	Number enrolled	Number of credentials granted
Chinese	31	7
Spanish	1,030	293
Vietnamese	7	1

1990 ELEMENTARY SCHOOL CLASS SIZE ANALYSIS*

DATA SOURCE: OUSD Principal Enrollment Reports, May 1990.

- **The average class size for OUSD elementary schools is 28. 6 students.**
- **Elementary school class sizes range from a low of 25.3 students to a high of 31.3 students.**
- Ten of 18 hill schools (55.5%) have average class sizes lower than the district average.
- Seventeen of 36 flatland schools (47%) have average class sizes lower than the district average.
- **The average class size for both flatland and hill elementary schools is approximately 28. 6 students.**

* Excludes special education classes.

MENTOR TEACHER ANALYSIS

DATA SOURCE: OUSD Superintendent's Memo, June 27, 1990.

- Mentor teachers are nearly proportionately distributed between the hills and the flatlands.
- Hill schools have 20% of elementary school teachers and 27% of elementary school mentor teachers. Flatland schools have 74% of elementary school teachers and 67% of mentor teachers.
- 47% of hill schools have at least one mentor teacher, compared to 75% of flatland schools.

ELEMENTARY SCHOOL TEACHER VACANCY ANALYSIS

DATA SOURCE: OUSD Personnel Office, 1989-90.

- Flatland elementary schools have 74% of elementary school teacher allocations, and they have 88. 3% of teacher vacancies.
- Hill schools have 20% of elementary school teacher allocations, and they have 9.1% of teacher vacancies.
- The vacancy rate in flatland schools is nearly three times the rate in the hill schools. Vacancies represented 8.8% of teacher allocations in the flatlands but only 3. 3% of teacher allocations in the hills.
- The district average for teacher vacancies at elementary schools is 7.4% of a school's teacher allocation. Teacher vacancies at elementary schools range from a low of 0% to a high of 37.5%.
- Five hill schools (26%) had rates higher than the district average.
- Seventeen flatland schools (47%) had rates higher than the district average.

For purposes of this analysis, teacher positions were regarded as "vacancies" if they were staffed as of the end of the 1989-90 school year by a person other than a teacher on permanent contract (that is, positions held by substitutes or personnel on temporary contract).

The underlying assumption is that a qualitative difference exists--at the very least in terms of commitment to and continuity for students--between teaching performed by permanent staff and that performed by temporary or short-term personnel.

APPENDIX A-5

Teaching and Discipline Practices

Suspensions

Gifted and Talented Education (GATE)

Grade Repetition

Special Education

Attendance

SUSPENSIONS ANALYSIS

OUSD 1989-90 ELEMENTARY (INCIDENTS OF) SUSPENSIONS
DATA SOURCE: OUSD Elementary Student Information System, 8/15/90.

Seventeen schools with available data have above average percentages of suspensions.

Of these,

flatland schools account for 82% (14) while accounting for 61% of all elementary schools; hill schools account for 18% (3) while accounting for 32% of all elementary schools.

Among the schools with two-times the average percentage of suspensions, flatland schools account for all (100%).

District-wide,

African-Americans comprise 55.4% of the elementary population, and account for 85% of suspension incidents.

Whites comprise 9.6% of the elementary population, and account for 3% of suspension incidents.

Hispanics comprise 15.6% of the elementary population, and account for 6% of suspension incidents.

Asians comprise 17.5% of the elementary population, and account for 3% of suspension incidents.

In hill schools,

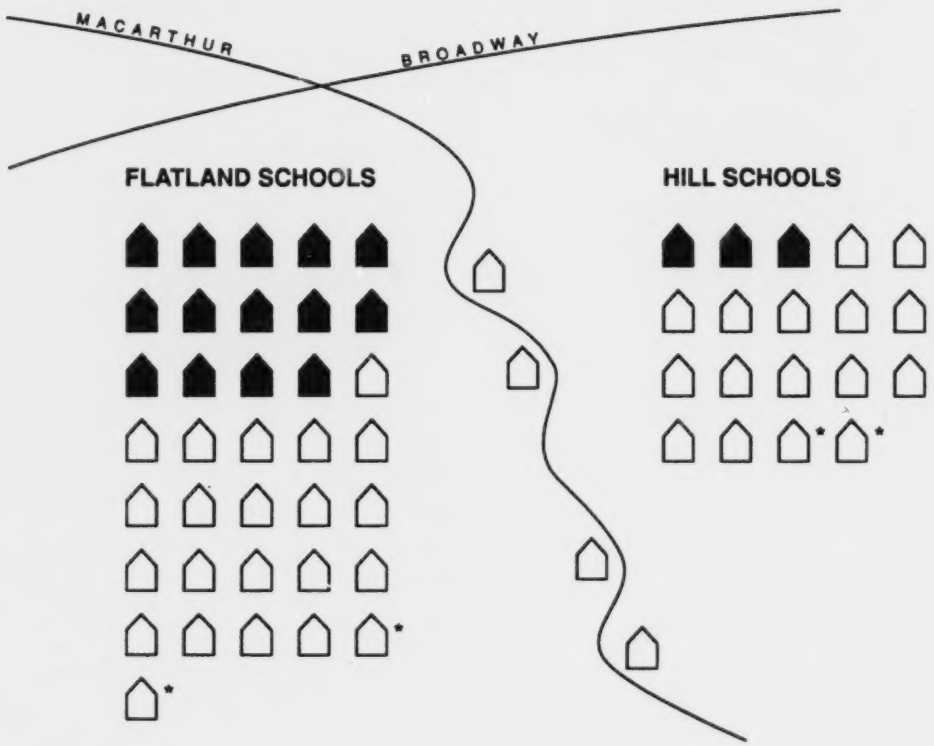
African-Americans account for 68% of suspensions, and 42.8% of students; Whites account for 12% of suspensions, and 35.2% of students; Hispanics account for 6% of suspensions, and 5.4% of students; Asians account for 3% of suspensions, and 13.5% of students.

In flatland schools,

African-Americans account for 88% of suspensions, and 57% of students; Whites account are 1% of suspensions, and 2.6% of students; Hispanics account for 6% of suspensions, and 19.3% of students; Asians account for 3% of suspensions, and 19.4% of students.

Elementary Schools Suspensions Analysis

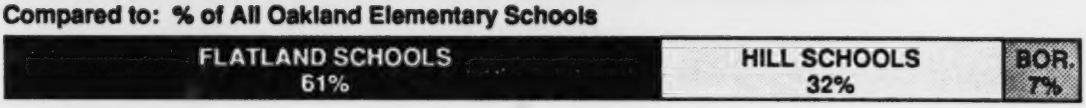
Oakland Elementary School Incidents of Suspension Greater than the District Average of 8.3% per School



* Data not available

% of All Incidents of Suspension

Compared to: % of All Oakland Elementary Schools



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Data Source: Oakland Unified School District 1989-1990

GIFTED AND TALENTED EDUCATION (GATE) ANALYSIS

OUSD 1989-90 ELEMENTARY GATE STUDENTS
DATA SOURCE: OUSD Elementary Student Information System, 8/14/90.

Eighteen schools have above average percentages of GATE students.
Twelve of these are hill schools.
Forty schools have below average percentages of GATE students.
Thirty-one of these are flatland schools.

Of all students in the hill schools, 11.2% are in GATE.
Of all students in the flatland schools, 2% are in GATE.
Of all students in the district, 4% are in GATE.

Hill students comprise 20.6% of all elementary students, and 57.8% (713) of all GATE students.

Flatland students comprise 73.6% of all elementary students, and 37.8% (467) of all GATE students.

African-Americans comprise 55.4% of elementary population, and account for 30.7% of GATE population.

Whites comprise 9.6% of elementary population, and account for 35.8% of GATE population.

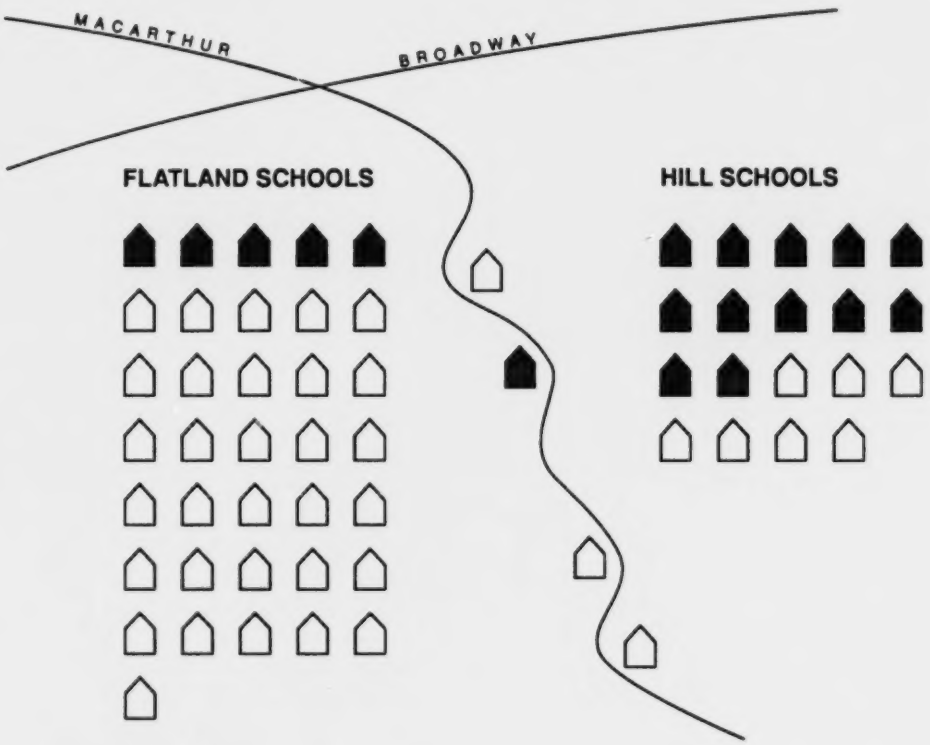
Hispanics comprise 15.6% of elementary population, and account for 6.1% of GATE population.

Asians comprise 17.5% of elementary population, and account for 26% of GATE population.

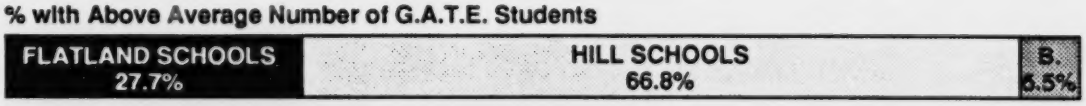
The school sites refer students to participate in Gifted and Talented Education Programs that provide students with opportunities to participate in special studies which expand upon the regular curriculum.

Gifted & Talented Education (G.A.T.E.) Analysis

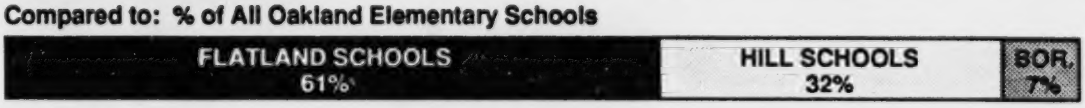
Oakland Elementary Schools with more G.A.T.E. Students than the District Average of 5.2% per School



% with Above Average Number of G.A.T.E. Students



Compared to: % of All Oakland Elementary Schools



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Data Source: Oakland Unified School District 1989-1990

1989-90 ELEMENTARY SCHOOL GRADE REPETITIONS ANALYSIS

DATA SOURCE: OUSD Elementary Student Retentions by Statistical Category, 8/14/90.

* (Note: 9 schools were not included in the reported data; 5 were flatland schools and 4 were hill schools. For purposes of analysis this made hill schools 30% of elementary schools, border schools were 8% of elementary schools; and flatland schools were 62% of elementary schools.)

- The average number of grade repetitions among the elementary schools is 3.6% of a school's enrollment. Grade repetitions range from a low of .2% to a high of 13. 8% of student enrollment. There were a total of 967 grade repetitions in elementary schools in 1989-90.

- Eleven of the reporting hill schools (73%) have repetition rates lower than the district average.

- Fifteen flatland schools (48%) have repetition rates lower than the district average.

- The 4 border schools (100%) have reported rates lower than the district average.

Ethnicity Analysis

- African-American students are 55.4% of the elementary student population, and they represented 62.5% of elementary students repeating grades.

- White students were 9.6% of elementary students, and they represented 3.6% of elementary students repeating grades.

- Hispanic students were 15.6% of elementary students, and they represented 14.4% of students repeating grades.

- Asian students were 17.5% of elementary students, and they represented 17% of students repeating grades.

- In flatland schools:
  - African-American students made up 57.9% of all flatland students and they accounted for 62.1% of flatland grade repetitions.
  - White students were 2.6% of flatland elementary students and they accounted for 1.5% of flatland grade repetitions.
  - Hispanic students made up 19.3% of flatland students, and they accounted for 16.5% of flatland grade repetitions.
  - Asian students were 19.4% of flatland students, and they accounted for 17.8% of flatland grade repetitions.
- In hill schools:
  - African-American students made up 42.8% of hill students, and they represented 62.2% of hill grade repetitions.
  - White students made up 35.2% of hill students, and they accounted for 14.1% of hill grade repetitions.
  - Hispanic students made up 5.4% of hill students, and they represented 4.5% of hill grade repetitions.
  - Asian students were 13.5% of hill students, and they represented 14.1% of hill grade repetitions.

SPECIAL EDUCATION ANALYSIS

DATA SOURCE: OUSD School District Information Summary, 1988-89. [Note: This information pertains to all school levels in the district]

- African American students comprised 59% of the student population, yet among students assigned to special education for "learning disabilities," 73.3% were African American. Similarly, African American students made up 70.7% of students identified as "mentally handicapped."

The table below shows the percentage of each ethnic group reported in selected special education categories, as a proportion of that category.

Percentages of Special Education Students in Categories by Ethnic Group

Ethnicity	Mentally Handicapped	Learning Disability
Asian	5.9%	4.5%
African American	70.7%	73.3%
Hispanic	12.3%	11.9%
White	8.9%	8.5%

The table on the following page provides the number of students in all special education programs.

UNDUPLICATED COUNT OF SPECIAL EDUCATION STUDENTS BY ETHNICITY AND HANDICAP*

Ethnicity	Handicap**											Total
	MR	HOH	DEAF	SI	VH	SED	OI	OHI	SLD	DB	MH	
Asian	28	4	8	57	6	4	8	0	108	0	7	230
Pac.Islander	5	0	1	1	0	0	0	1	12	0	2	22
Am.Ind/Alaskan	0	0	0	5	0	0	0	0	16	0	1	22
Black	331	25	34	495	32	128	40	34	1766	0	92	2977
Filipino	4	3	0	3	0	0	1	0	16	0	0	27
Hispanic	58	3	5	68	3	9	6	3	287	0	9	451
White	42	6	4	110	4	56	7	7	204	3	13	456
TOTAL	468	41	52	739	45	197	62	45	2409	3	124	4185

SOURCE: OUSD School District Information Summary, 1988-89,

* Dec. 1, 1988 enrollment

** MR = Mentally Handicapped
HOH = Hard of Hearing
Deaf = Deaf
SI = Speech Impaired
VH = Visually Impaired
SED = Severely Emotionally Disturbed
OI = Orthopaedically Impaired
OHI = Other Health Impairment
SLD = Specific Learning Disability
DB = Deaf and Blind
MH = Multiple Handicaps

ATTENDANCE ANALYSIS

OUSD ELEMENTARY 1988-89 ATTENDANCE RATE

DATA SOURCE: OUSD School District Information Summary, 1988-1989.

The average percentage of attendance for all elementary schools is 93. 3%. *

Of the 30 schools that have better than average attendance percentages, 16 are hill schools, representing 84% of all Hill shools; and 12 are flatland schools, representing 33% of all flatland schools.

Of the 29 schools that have worse than average attendance percentages, 3 are hill schools, representing 15. 7% of Hill schools; and 24 are flatland schools, representing 67% of flatland schools.

*Excused absences are counted as attendance in this calculation.

APPENDIX A-6

Student Outcomes

Elementary School Test Score Analysis

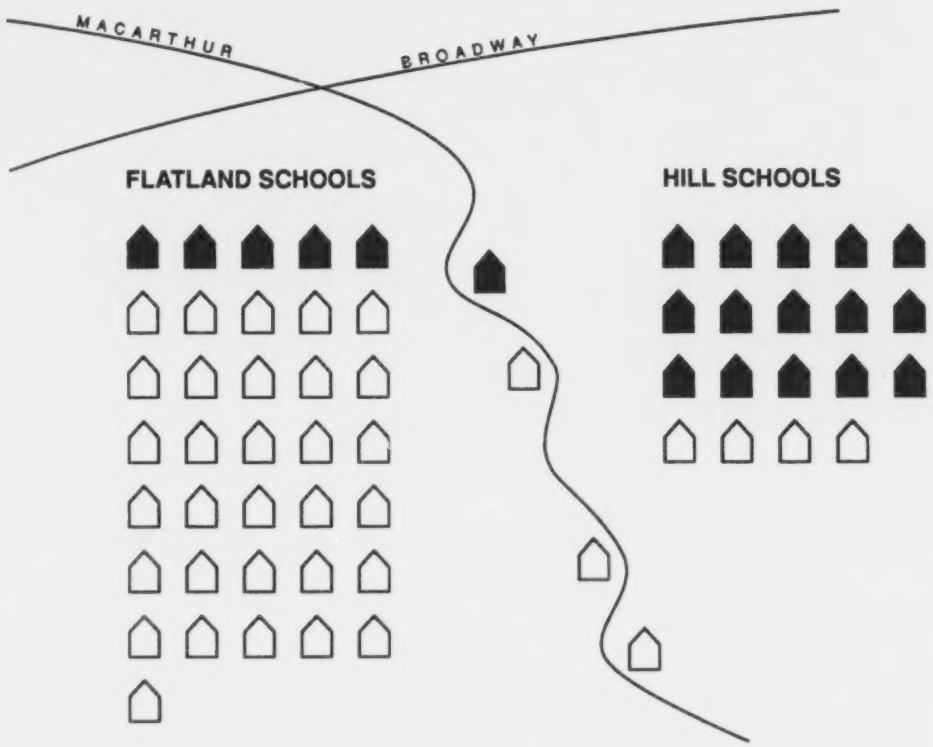
Middle and Junior High School Test Score Analysis

High School

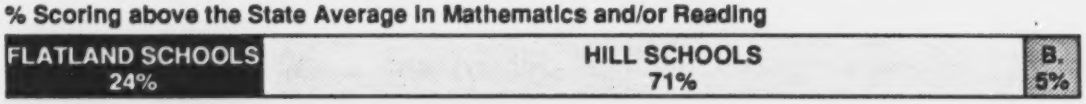
- Grade Point Averages
- Graduation Rates
- College Admissions Test-Taking and Scores
- College-Going Rates

California Assessment Program (CAP) Scores Analysis

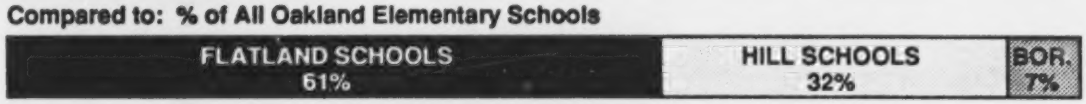
Oakland Elementary Schools Scoring Above the State Average



% Scoring above the State Average in Mathematics and/or Reading



Compared to: % of All Oakland Elementary Schools



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Data Source: 1988-89 California Department of Education

MIDDLE AND JUNIOR HIGH SCHOOL TEST SCORE ANALYSIS

PERCENT OF STUDENTS SCORING ABOVE AVERAGE BY ETHNIC GROUP ON THE CALIFORNIA TEST OF BASIC SKILLS

DATA SOURCE: Spring 1989 CTBS Test Results, Quartile Distribution of Student Scores.

- On average, 59.6% of white students who took the test scored above average.
- On average, 38.4% of African American students who took the test scored above the average.
- On average, 40.8% of Hispanic students who took the test scored above average.
- On average, 54.3% of Asian students who took the test scored above average.

GRADE POINT AVERAGE ANALYSIS

DATA SOURCE: OUSD, Mid-Year 1989-90 School GPA Summary Report, 2/24/90.

Course grades are assigned a point value which is used to compute and describe a student's average course performance. The point value is as follows:

Course Grade	Value
A	4.0
B	3.0
C	2.0
D	1.0
F	0

- Districtwide, the average grade point for students in grades 5 to 12 was 1.94.
- The grade point average by ethnic group in the district was:

African American	1.64
White	2.54
Hispanic	1.86
Asian	2.77

- Among the six comprehensive high schools, the average grade point for students in classes required for admission to the University of California system (called "a-f" courses) was 1.75.
- By ethnic group, the grade point averages among students enrolled in "a-f" courses at the six comprehensive high schools were as follows:

African American	1.42
White	2.31
Hispanic	1.66
Asian	2.41

The table on the following page shows average grade point for each ethnic group at each of the six comprehensive high schools.

GPAs by School

	A-F GPA	Average GPA	
CASTLEMONT			GPA
BLACK	1.43	1.60	
ASIAN	1.93	2.13	
HISPANIC	1.19	1.35	
WHITE	0.77	1.14	
TOTAL	1.41	1.58	
FREMONT			
BLACK	1.48	1.73	
ASIAN	2.23	2.45	
HISPANIC	1.67	1.92	
WHITE	1.57	2.02	
TOTAL	1.67	1.90	
MCCLYMONDS			
BLACK	1.23	1.37	
ASIAN	2.29	2.55	
HISPANIC	1.36	1.81	
WHITE	1.60	1.19	
TOTAL	1.31	1.46	
OAKLAND			
BLACK	1.43	1.74	
ASIAN	2.22	2.50	
HISPANIC	1.67	1.85	
WHITE	2.14	2.32	
TOTAL	1.99	2.23	
OAKLAND TECHNICAL			
BLACK	1.31	1.46	
ASIAN	2.20	2.24	
HISPANIC	1.61	1.74	
WHITE	2.14	2.25	
TOTAL	1.59	1.71	
SKYLINE			
BLACK	1.67	2.03	
ASIAN	2.57	2.80	
HISPANIC	1.59	1.97	
WHITE	2.36	2.59	
TOTAL	2.05	2.34	
DISTRICT			
BLACK	1.42	1.64 *	
ASIAN	2.41	2.77 *	
HISPANIC	1.66	1.85 *	
WHITE	2.31	2.54 *	* District Average GPA
TOTAL	1.75	1.94 *	calculated grades 5 -12

Source: OUSD
Mid-year 1989-90

HIGH SCHOOL GRADUATION RATE ANALYSIS

DATA SOURCE: 1989 CBEDS and 1986 2nd statistical, OUSD.

OVERALL GRADUATION

The graduation rate calculates the ratio of tenth graders among Oakland's six comprehensive high schools in a given year and the number of graduates three years later.

- For the class of 1989, the district-wide graduation rate was 51.8 percent, with the high end of the range 82.6 percent at one school, and the low end 41.9 percent at another school.

- White and Asian students had the highest graduation rates, at 69.9 percent and 60.2 percent, respectively. They were followed by Hispanics at 54.6 percent and African-Americans at 45.4 percent.

(Looking at several years, there has been significant fluctuation among schools. For example, in 1988, the two East Oakland high schools had the lowest graduation rates, and in 1989, the two West Oakland high schools had the lowest graduation rates).

Graduation rates are shown by ethnic group for each comprehensive high school in the following table.

GRADUATES WITH UC QUALIFYING COURSES

For the Class of 1989, 445 or 22.9 percent of graduates took the necessary course requirements to qualify for application to the University of California. Among Oakland's six comprehensive high schools, the percentages ranged from a low of 12.4 percent to a high of 46.4 percent.

The percentages of ethnic groups taking U.C. qualifying course requirements are: 16.7 percent of African-American graduates, 52.5 percent of White graduates, 8.1 percent of Hispanic graduates, and 41.1 percent of Asian graduates.

"A-F graduates" are reported by ethnic group for each comprehensive high school in the following table.

Class of 1989 Graduates and Graduation Rates
SOURCE: Graduates data from 1989 CBEDS; Attrition calculated with 1986 2nd Stat & 1989 CBEDS
1986 10th grade enroll - 1989 graduates/ 1986 10th grade enroll

School		G R A D U A T E S Total	Black	White	Hispanic	Asian	Other	GRADUATION RATE Class of 1989
Castlemont								43.50%
	Graduates	260	228	0	31	1	0	
	A-F Graduates	39	35	0	4	0	0	
	Percentage	15.0%	15.4%	0.0%	12.9%	0.0%	0.0%	
Fremont								46.30%
	Graduates	363	172	5	113	38	35	
	A-F Graduates	NA	NA	NA	NA	NA	NA	
	Percentage							
McClymonds								41.90%
	Graduates	97	90	0	2	5	0	
	A-F Graduates	12	12	0	0	0	0	
	Percentage	12.4%	13.3%	0.0%	0.0%	0.0%	0.0%	
Oakland								47.30%
	Graduates	508	174	20	38	259	17	
	A-F Graduates	104	25	6	5	63	5	
	Percentage	20.5%	14.4%	30.0%	13.2%	24.3%	29.4%	
Technical								42.10%
	Graduates	189	127	8	7	44	3	
	A-F Graduates	46	21	5	2	18	0	
	Percentage	24.3%	16.5%	62.5%	28.6%	40.9%	0.0%	
Skyline								82.60%
	Graduates	526	218	171	18	103	16	
	A-F Graduates	244	75	96	6	63	4	
	Percentage	46.4%	34.4%	56.1%	33.3%	61.2%	25.0%	
DISTRICT								51.80%
	Graduates	1843	1009	204	209	350	71	
	A-F Graduates	445	168	107	17	144	9	
	Percentage	24.1%	16.7%	52.5%	8.1%	41.1%	12.7%	
	1989 Graduation Rate	51.8%	45.4%	69.9%	54.6%	60.2%	88.8%	

COLLEGE ADMISSIONS TEST-TAKING AND SCORE ANALYSIS

(Scholastic Aptitude Test)

DATA SOURCE: OUSD School District Information Summary, 1988-89.

- During the past several years, the district has been increasing both the number and percentage of students taking the Scholastic Aptitude Test (SAT).

- Among the six comprehensive high schools, the percentage of graduates taking the SAT ranged in 1988 from a high of 61 percent to a low of 25 percent.

- The district SAT test score averages are below state averages, with the exception of one high school with averages above the state average.

SAT test-taking and scores are reported for each high school in the table that follows.

SAT TAKING AND SCORES
Source: OUSD SDIS 1988-89

	Number of Students Taking SAT	Percent of Graduates Taking SAT	SAT Verbal Score Average	SAT Mathematics Score Average
Castlemont				
1986	39	22%	316	353
1987	37	21%	317	370
1988	59	25%	316	348
Fremont				
1986	70	25%	298	384
1987	78	29%	275	365
1988	83	25%	313	417
McClymonds				
1986	54	44%	309	366
1987	22	21%	350	362
1988	51	50%	306	349
Oakland				
1986	195	37%	338	446
1987	197	37%	332	442
1988	194	NA	320	448
Technical				
1986	63	31%	310	415
1987	70	32%	297	390
1988	101	38%	326	425
Skyline				
1986	301	53%	429	481
1987	369	62%	409	470
1988	311	61%	438	490
District				
1986	729	36%	366	441
1987	781	40%	360	437
1988	814	53%	365	443
California				
1986			423	481
1987			424	482
1988			424	484

FOUR YEAR COLLEGE-GOING RATE ANALYSIS

Class of 1988

DATA SOURCE: California Postsecondary Education Commission, first-time freshmen, aged 19 and under (March 24, 1990); and OUSD School District Information Summary (1988-89)

- Districtwide, 17.1 percent of the 1988 graduates went on to four year college in the California State University system or the University of California system.

- The rates by ethnic group are as follows:

African American	11.5%
Hispanic	12.6%
White	24.1%
Asian	31.1%

- Among the six comprehensive high schools, the highest rate was 25.1 percent and the lowest rate was 8.6 percent.

The following table shows college-going rates for each ethnic group at each of the six comprehensive high schools.

Class of 1988 College Going Rates
Source: Calif. Postsecondary Education Commission
First-time freshman 19 and under, 2/90 OUSD SDIS 88-89

	1988 Graduates	University of California	Calif. State Univ	Grad. Attending 4 Year Colleges	Percent of Grad. Attending 4 Year Colleges
CASTLEMONT					
BLACK	212	5	12	17	8.0%
ASIAN	0	0	0	0	0.0%
HISPANIC	16	0	2	2	12.5%
WHITE	1	0	0	0	0.0%
TOTAL	232	6	14	20	8.6%
FREMONT					
BLACK	213	5	14	19	8.9%
ASIAN	28	1	1	2	7.1%
HISPANIC	99	5	6	11	11.1%
WHITE	1	0	0	0	0.0%
TOTAL	348	12	24	36	10.3%
MCCLYMONDS					
BLACK	130	8	9	17	13.1%
ASIAN	4	1	2	3	75.0%
HISPANIC	0	0	1	1	0.0%
WHITE	0	1	1	2	0.0%
TOTAL	134	10	13	23	17.2%
OAKLAND					
BLACK	174	2	18	20	11.5%
ASIAN	254	24	48	72	28.3%
HISPANIC	39	2	2	4	10.3%
WHITE	6	2	2	4	66.7%
TOTAL	487	32	74	106	21.8%
OAKLAND TECHNICAL					
BLACK	217	14	13	27	12.4%
ASIAN	44	6	4	10	22.7%
HISPANIC	9	0	0	0	0.0%
WHITE	11	1	1	2	18.2%
TOTAL	288	21	21	42	14.6%
SKYLINE					
BLACK	212	16	23	39	18.4%
ASIAN	43	19	10	29	67.4%
HISPANIC	24	4	3	7	29.2%
WHITE	208	33	15	48	23.1%
TOTAL	534	78	56	134	25.1%
DISTRICT					
BLACK	1261	50	95	145	11.5%
ASIAN	373	51	65	116	31.1%
HISPANIC	198	11	14	25	12.6%
WHITE	232	37	19	56	24.1%
TOTAL	2148	159	208	367	17.1%

APPENDIX B

B. Promising Efforts

B-1 Staff Development 147

B-2 Support for Students 155

B-3 Parent Involvement 165

APPENDIX B-1

Staff Development

Proven Link to Student Achievement, Pittsburgh, PA

STAFF DEVELOPMENT

A Proven Link to Student Achievement:
Schenley High School, Pittsburgh, Pennsylvania

The Pittsburgh effort is remarkable for its scope, its attention to institutionalization, and its impact on student outcomes. For ten years, Pittsburgh's school district has been implementing a system of staff development which:

- is grounded in the daily realities of the classroom;
- is designed by faculty;
- uses an interactive learning approach, including classroom observation;
- develops collegiality among staff;
- assures sustained follow up, especially in the classroom; and
- engages all professional personnel, including site and central office administrators.

Results

The first teacher center, Schenley High School Teacher Center, opened in 1983. By the end of the initial four-year implementation cycle, all secondary professionals in the district had participated in the program, and student performance throughout the district showed very significant improvements in reading and language. Performance by Schenley students -- who in 1983 ranked 10th of 11 schools in reading -- outstripped district averages. For example, the number of students reading at or above grade level at Schenley doubled, going from 28 percent to 56 percent. In 1983, 45% of secondary students were at or above the national norm in language; in 1987, 69% were at or above the norm. During this period of overall district improvement, Schenley's rank among secondary schools rose to second, up from 11th.

Approach

The core of this multi-faceted system is the **Teacher Center,** a training facility providing eight week "mini-sabbaticals" integrated into a fully functioning school. The eight week training period includes a variety of activities to refine instructional skills, improve understanding of adolescent development, enrich the teacher's command of his or her subject areas, and communicate the district's overall education reform approach. A crucial part of the training is sustained one-on-one work with "Clinical Resident Teachers" (CRTs) in lesson planning and instruction

for the CRT's class. By the end of the training, each teacher writes a plan for follow-through in the home school and meets with the home school principal. The CRT works as a consultant to the teacher.

Despite the commitment to follow-through, Pittsburgh staff observed that many barriers at the home schools tended to reduce the effectiveness of the training. In response, the project shifted "from a focus on the individual teacher to one that emphasized a renewal of the overall professional climate in each high school in the district." Now, with the assistance of facilitators provided by the central office, each site uses a teamwork approach to design ongoing staff development activities. Other innovations, such as scheduling intra-departmental planning time, and recasting department chairs as mentors to perform functions similar to the CRT, complement the approach and play an important role in fostering a lively and challenging learning environment.

Pittsburgh's staff development program represents an enormous commitment to a long-term policy vision. Clearly, such an ambitious effort also required a tremendous financial investment. Schenley High School's staff-to-student ratio is about 50% higher than other secondary schools. Each teacher on mini-sabbatical at Schenley is replaced by a trained substitute for eight weeks. Site administrators and certain central office personnel also commit time on an ongoing basis.

The district has undertaken ongoing documentation and research of its ambitious staff development effort in order to refine it and implement improvements. The Schenley effort has encouraged change in numerous district and site practices.

Certain crucial factors allowed the Schenley concept to secure the support of the school board, the community, the unions, and individual teachers:

- The commitment to staff development by the Board of Education grew out of a detailed needs assessment, including analysis of demographics and student performance and a "survey of every relevant stakeholder group regarding its perceptions of conditions within the district."

- As a result, the staff development program included reforms to personnel evaluation, an area of great dissatisfaction among staff.

- The program also addressed the Board's need to respond to the decline in school enrollment.

- The substance of the training was designed by teachers and related directly to daily life in the classroom; because of the responsiveness of the program to

teacher needs, and engagement of the union in the planning process, the district and the teachers' union were able to negotiate a number of important innovations, including drastic modification of normal district personnel and selection assignment procedures for staffing the center.

- All professionals throughout the district, not just classroom teachers, participate in the training.

- Over the first two years of operation, planning and implementation meetings included all key central office players (all those controlling resources needed by the center), as well as Center staff.

- The district followed through with its commitment to institutionalizing change by documenting and evaluating its program, and increasing the commitment of time and resources when it was discovered necessary to achieve that goal.

APPENDIX B-2

Support for Students

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SUPPORT FOR STUDENTS

The Comer School Development Program: Meaningful Connections Between Home and School

In 1968, Dr. James Comer, Professor with Yale University's Child Study Center, began working with two of the lowest-performing urban elementary schools in New Haven, Connecticut, crafting a program to bridge the gap between home and school. With significant improvements in student outcomes, the program has gradually expanded to include all New Haven schools, and is being implemented by nine school districts in eight states.

Gains in Performance and Participation. The schools in which Dr. Comer began were the lowest performing of New Haven's elementary schools, their student attendance rates were among the worst, their rates of suspension and other disciplinary action were very high, and on average, students were 18 months behind in language and mathematics by the fourth grade. By 1979, students in both schools were performing at grade level, and by 1984 their performance ranked them third and fourth among 33 New Haven elementary schools. Behavior problems and suspensions had decreased dramatically, and they ranked at the top in student attendance.

Similar gains were found for schools using the Comer approach in Benton Harbor, Michigan: suspensions in the schools using the Comer approach dropped 8 percent while increasing 34 percent in the rest of the district. The fifth and sixth graders in the Comer schools, on average, surpassed district averages, and students in the Comer schools showed large gains in reading and language arts.

In New Haven, where 15 to 30 parents would typically attend important school activities, the number increased to about 250 parents in the third year of the project. In 1989, five hundred parents attended an African-American History Month dinner in Prince Georges County, Maryland -- for a school with 400 students.

Philosophy. Comer's program is oriented around child development. The philosophy is that the adults in the child's life must work in concert, reinforcing one another to nurture the child's motivation to learn. But this simple concept requires far more than expansion of traditional approaches to parent outreach. Bringing together the adults in a child's life entails institutional changes at each school site.

Program Components. The Comer approach has three programmatic components:

- **Mental Health Team.** Each school has a mental health team, which focuses on preventing problems by modifying the school program and environment to make the school more developmentally and culturally appropriate for its students. In addition to the psychologist, a social worker, nurse, special education teacher, and other support staff comprise the mental health team.

- **Governance and Management Team.** Parent representatives are integral members of a team that includes teachers, a mental health professional, a non-certificated staff person and the principal. The team develops a comprehensive plan to address students' social and academic development.

- **Parents Group.** A parents group sponsors a broad array of events to foster parent participation and to provide students with enrichment activities and opportunities for social development. Parents and other caregivers are present in many classrooms as assistants and tutors. The substantial physical presence of parents and other caregivers at the Comer schools itself significantly impacts the school environment.

Working Together. The program components require all adult stakeholders to work together in teams, both formally and informally. Staff and parents learn to take a no-fault problem solving, cooperative approach, and to use consensus decision-making. As a corollary, it is agreed that the governance team members cannot paralyze the principal, and that the principal must fully include the team.

The involvement of mental health professionals in central roles, and the availability of mental health supports, are key features of the approach. This support, combined with the central place of parents, allows the Comer schools to focus on prevention, on changing schools from the inside out to respond to student development and student needs.

SUPPORT FOR STUDENTS

Focus On Youth, Los Angeles:
Multi-Agency Support Through Case Management

A student, complaining of headaches, is sent to the school nurse, who realizes that the student is troubled and tells the student about a youth counseling organization in the neighborhood. But who follows this student over a period of time? Who knows if she or he ever called the counseling program? When the family moves across town, who makes contact with the new school? There are people in every school who go beyond the boundaries of their job descriptions to develop personal relationships with youth and help them to access the resources they need. But they can't do the job alone.

Evaluation of Focus on Youth has shown that the program significantly reduces the dropout rate among at-risk students and raises their academic performance -- but that these impacts are dependent upon the aggressive participation and support of the program by the school principal. Even before its evaluation was complete, Focus on Youth recognized the importance of school "buy-in," and this has been one of the program's distinguishing characteristics. Every school wishing to participate must demonstrate its commitment to the program by dedicating certain resources, such as staff time, physical space, telephone, etc., to the program.

The formal evaluation also found that the program, which more and more emphasizes the use of resources in the immediate neighborhood of each school, may be strengthening neighborhoods' acceptance of responsibility for the welfare of at-risk youth in the school. That is, it appears to be building community cohesiveness and organization as well as relying on it.

Los Angeles' Focus on Youth program has been developing unique approaches to case management. "Case management" programs in schools are designed to make systematic connections, to dramatically reduce the number of youth who fall through the cracks by designating staff who can develop a personal relationship with students, who can identify them, assess their strengths and needs, link them to services, monitor their progress, and act as an advocate for them. In the demonstration phase of Focus on Youth, each school received a new staff person, a case manager, for a limited period of time. The case manager worked with the existing Student Study Team on site, training the team to expand its functions and its access to resources. After staff was trained and the case manager had developed a sufficient resource base for the team to draw on, the case manager phased out, although Focus on Youth continues to provide some supports and technical assistance.

Focus on Youth, started in 1985 by the Los Angeles Educational Partnership, has worked with elementary, junior high and high schools but has decided to emphasize work at the junior high school level. Students targeted for services are those that are at risk of dropping out of school. (Risk of dropping out is assessed according to fifteen criteria described in "Who Drops Out of School and Why? Findings from a National Study," published in *Columbia Teachers College Record*.) The school staff teams identify students who are at risk, develop individual service plans for them, and link the students to services, which may be provided at the school, or in the community. Services include: drug abuse treatment, alcoholism and counseling services, gang diversion programs, mentor and adult relationships, health care, teen pregnancy casework and group services, parenting services for parents, job training and placement, job search assistance, mental health counseling, child care, shelter, food, residential placement, legal aid, clothing, and recreation.

SUPPORT FOR STUDENTS

Step to College Program:
Links to College Build Self-Esteem and Achievement

> Possibly the most motivating aspect of the program occurs when the students travel to the university to have their photo IDs taken... At that point they realize that they are in fact university students. We have been told numerous times by STC students that when they showed their ID cards to friends and family they felt great pride. Not only did they feel different, they were different.
>
> -- *Program Coordinator Jacob Perea*

Enrolling high school seniors in college courses which are taught by college faculty at students' home high schools is at the core of a program that has dramatically increased self-esteem and achievement among African-American and Hispanic students. This core idea is supplemented with high expectations and meaningful support which has expanded with each year of implementation.

This fall at Mission High School, 250 of 300 seniors are enrolled in Step to College: these students stay after school one day per week to attend a university class. **Eighty-five percent of Mission High graduates go on to college.** An average of 25% of Mission High graduates go on to four year college. This is twice the state average of 12%.

Mission High's Step to College program reveals an important lesson when the achievements and motivation of its students are compared with student test scores. Test scores at Mission High School remain among the lowest in San Francisco. The school's state rank in the California Assessment Program is the lowest, 1. Even when compared with high schools of similar student population in terms of income, mobility, limited English proficiency and parent education, its relative rank is 3, the bottom. These very low rankings contrast sharply with the school's extraordinary college-going rate. Clearly, test scores do not necessarily reveal whether students--especially limited English proficient students--are learning and achieving.

This ambitious program began in 1985 at Mission High School in San Francisco, in cooperation with faculty at San Francisco State University. Step to College course offerings carry a university General Education requirement. Anticipating parents' uneasiness about students traveling across the city in the evening, staff decided classes should take place at the high school. Courses in Black Studies, La Raza Studies, Administration, and Interdisciplinary Studies are taught at Mission High School by San Francisco State faculty one afternoon per week directly following the

end of the regular school day. Course requirements and texts are identical to those at the university.

Students have succeeded in this program despite formidable economic and language barriers. Over half of Mission High's students are limited-English proficient. Parents of Mission High students have little formal education: Mission High's "parent index" is the lowest in the city. Before Step to College, only 2 or 3 Hispanic graduates from Mission High School typically enrolled at SFSU each year. Fifteen students enrolled at SFSU at the end of the first year of Step to College. Not all the students completed college four years later, but none who left did so because of poor grades.

The program coordinator notes that the idea of linking high school students with college is not a new one. He identifies these elements as keys to the success of Step To College:

- School staff, university faculty, and mentor students "communicate a consistent message to students: that they can succeed in college."

- The program is highly visible at school and "presented as a high status, attractive program rather than a remedial, second-best program." Consonant with this, and based on the feelings of the first year's participants, the program, initially targeted to Hispanic students, was expanded to all students.

- Surrogate family support groups are culturally responsive and meet student needs.

- Teachers involved demonstrate exceptional commitment to "adapt[ing] teaching methods and materials (but not standards) to the cultural and educational background of the students...they believe in the students."

- True collaboration between the university, the school, and the school district, with all parties willing to adapt the program and other policies to meet students needs. Key individuals whose commitment helped overcome defeatism and burearcratic barriers.

Step to College students receive substantial and ongoing support, including help with study skills, counseling, mentoring, and "surrogate family" support groups. Support starts when students are recruited and continues into their college careers. Older students are also given the opportunity to mentor younger students in the programs.

Initial work with high school seniors convinced staff that work should begin earlier, with eighth graders still in junior high school. San Francisco State, UC Berkeley, the Achievement Council and the school district staff all came together to design this expansion, now known as the Mission to College Program. It has significantly increased the number of Hispanic ninth graders making the Honor Roll.

Outreach has also expanded to include Limited-English proficient students who take core courses for Step To College in their first language while learning English. Added support components to the basic program inlcude development of "family" groups made up of a teacher and eight students, and an Academic Fellowship component which gives 30 ninth grade participants stipends as incentives for high achievement. As a result of the program's success, faculty at San Francisco State have begun to launch parallel initiatives with new sets of goals. For example, the Chemistry Department has proposed offering a course at Mission High coupled with a recruitment program, to increase the number of Mission students choosing chemistry as a career. The Step To College program has also expanded to 10 other San Francisco high schools.

SUPPORT FOR STUDENTS

Newcomer Programs

(ADAPTED FROM: Chang, Hedy. Newcomer Programs: Innovative Efforts to Meet the Educational Challenges of Immigrant Students
California Tomorrow, San Francisco, CA. To be published December, 1990)

Newcomer programs are separate, relatively self-contained educational interventions designed to meet the academic and transitional needs of newly arrived immigrants. Typically, students attend these programs before entering more traditional transitional programs (e.g., bilingual programs, English Language Development programs, or mainstream classrooms with supplemental English-as-a-Second-Language instruction), but newcomer programs may enable students to move directly into regular classrooms.

Programs emphasize safe educational environments, building bridges to local institutions and society, helping children and families get access to needed services, and involving parents in their children's education. Design is flexible, so programs can respond directly to students' needs and to the mobility of the student population. Some programs are more ambitious and comprehensive than others, but all are designed to meet a broad range of academic and social needs. While some bilingual and English-as-a-Second-Language (ESL) classes have incorporated features that offer additional help to newcomer students, it is the broad integration of academic and non-academic supports that makes newcomer programs unique.

To date, at least 17 school districts have developed these types of educational interventions. The combined experiences of established programs indicate that a responsive educational environment for recently arrived newcomer students ideally includes the following elements:

- **A centralized intake process,** which includes testing for academic content in the primary language as well as English proficiency; assists parents with enrollment procedures; and provides access to needed health and social services.

- **Teachers** having more than one of the following characteristics: they are bilingual, they are immigrants themselves, they have lived in a foreign country, they have extensive relevant formal training and/or are experienced in working with foreign born students.

- **Parent involvement activities** that recognize and address the linguistic, cultural, and socio-economic barriers which inhibit immigrant parents from participating in our educational process.

- A **program structure** which accommodates mid-year entry of students and allows movement through the curriculum based on student development.

- A **dynamic curriculum** which values and draws upon the culture, language, and life experiences of immigrant children; provides orientation to this country and its institutions; addresses language development needs; meets the needs of children with varying levels of academic preparation and incorporates opportunities for newcomers to interact positively with their U.S. peers.

- **Procedures which enable students to transfer smoothly** from newcomer programs to subsequent academic programs, and ensure that newcomer programs are well-integrated into the mainstream educational process, rather than isolated as "quick-fix" discrete interventions.

- **Bilingual support staff** who provide specialized academic assistance to students in the classroom; serve as liaisons among the schools, the community, and the parents; and link families to needed health and social services .

- **In-depth staff development** for all teachers and support staff who interact with newly arrived students to help staff understand the conditions and barriers faced by recently arrived immigrants and expose staff to techniques for effective work with newcomer students.

- **District and site administrators** who understand the needs of newly-arrived immigrants and actively support newcomer programs within the schools and the community at large.

- A system of **program evaluation** which assesses psychosocial as well as long-term academic effects of program participation.

- A **stable funding base** which allows program administrators to maintain low student-teacher ratios, hire bilingual instructional assistants, provide staff development, and purchase needed curricular materials.

Given resource limitations, it is difficult for every district to develop programs with all of the above elements. Moreover, newcomer programs exhibit tremendous variation. School districts have employed a wide range of strategies to implement various aspects of the "ideal" program described above. Some programs are located on separate sites, others are found at comprehensive campuses. Programs may

operate on a half or full day basis. Most are one year time-limited interventions, though a significant number "graduate" children based upon their ability to enter the subsequent academic program. Whereas some use the child's primary language to provide academic content instruction, others rely upon English. Nonetheless, these elements can serve as guidelines for school districts planning to establish newcomer programs and for those anticipating an expansion of existing services for newly arrived students.

APPENDIX B-3

Parent Involvement

Washington Parent Group Fund

PARENT INVOLVEMENT

Washington Parent Group Fund, Washington, D.C.:
Building Schools by Building Parent Leadership

> "They have identified a critical difference between the average, struggling city school and one that excels. It has to do with those extra programs and parent-supported activities that public schools in the more affluent neighborhoods have always been able to underwrite... [I]n the down-to-earth work of the Parent Group Fund, it boils down to seed money, contributions that spark new neighborhood generosity in time and dollars for educational extras. It's working. Parents in poor neighborhoods, given a financial boost, are demonstrating that they are no less supportive of their public schools than their counterparts elsewhere." Washington Post, 11/20/86.

The Washington Parent Group Fund is unusual: a cross between a grassroots parents group and a foundation. Its goal is empowering parents by providing concrete support to help them raise money for their children's schools. On a school by school basis, the Fund helps parents raise money for enrichment programs. The Fund also matches the local parent group's money with Fund money. The seemingly simple goal -- helping parents raise money -- has multiple impacts: it gives parents leverage in school policy and decision-making; it builds leadership among parents, and creates a self-sustaining process whereby experienced parents provide assistance to families new to the schools; and it increases parent engagement in school life.

Scope of work and impacts[1]

Number of schools involved: Established in 1981, the Washington Parent Group Fund (WPGF) began working with parents in nine schools. By 1989, it had served 66 schools.

Parent attendance at WPGF meetings and functions: Increased from an average of eight to ten parents in 1981 to 75 or 80 parents in 1989.

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1 The Fund has not researched its impacts on student performance. However, the Fund notes that test scores at the elementary level, where it has been active, are promising, whereas they are less promising in high schools, where it has been much less active. CTBs scores for 3d, 6th, and 9th grades have increased from 1980 to at or slightly above grade level whereas high school scores are improving but still below grade level.

Funds distributed: In 1981, the Fund disbursed $7,600. From 1981 to 1989, the Fund made over 500 grants valued at $750,000. This does not include the amounts raised by parents to match Fund grants. In five years the total value of enrichment projects increased by 60 percent.

Corporate involvement: WPGF's "Partnership Plus" program secures corporate commitment to become a partner with a single school where it will provide focused, organized, sustained support of a kind appropriate to its business. For example, a trade association of consulting engineers works with the Friendship Educational Center, offering an Engineers Club, films and contests, a career day, and a commitment to giving $5,000 per year to the school. Students in the Club will be followed and offered internship opportunities and scholarship assistance .

Victories at the school level: Parents have achieved several victories on important issues such as school safety and facilities repair.

Systemwide parent advocacy: Increasingly, parents are becoming strong advocates on district-wide issues, attending board meetings and testifying to the board of education and city council.

Impacts on district policy: For example, based upon the WPGF successes, the school district extended its early childhood program from a half day to a full day and expanded nursing services.

What the Fund offers parents.

Parents at participating schools are responsible for a variety of complex activities. They develop project plans, raise funds, implement funded projects, monitor funds, recruit and develop volunteers, and evaluate program effectiveness -- all of which involve working in a group and in cooperation with the school administration. WPGF provides hands-on assistance in every area.

The Fund makes direct grants to participating schools. Newly participating schools, designated "junior participants," receive a $500 grant and are not required to make any match. "Full participants" receive two dollars for every dollar raised. "Senior participants" receive one dollar for every dollar raised. Finally, some schools are "Graduates," which receive no Fund match, but remain eligible for grants, and provide assistance to other parent groups.

An arrangement with the Lawyer's Committee for Civil Rights, one of the founding members of the WPGF, assures local parent groups access to lawyers on a pro bono basis for information and advocacy in the context of an agenda set by the parents

group. Lawyers advise on contracts, arrange incorporation and tax exemption for fundraising, and research and translate district regulations and policies.

The Enrichment Programs.

Parents use the money for a broad array of enrichment programs, including programs in performing arts, athletics, computer literacy, foreign language instruction, newspaper production, field trips, attendance and achievement incentive programs, tutoring, and counseling and health services.

Organizational Structure and Participation.

Parent representatives from each participating school form the backbone of the Fund's Board of Directors. Other members are the Fund's Executive Director and two corporate representatives. The Board decides which programs to fund and which schools it will work with, based on student need and schools' potential for parent involvement.

WPGF works in cooperation with Parents United and the D.C. Committee on Public Education. Parents United is the district-wide advocacy organization which has been active on budget issues, including translating budget details into information accessible to the community. The Fund has been very successful in obtaining the support and participation of corporations, foundations, and influential citizens.

APPENDIX C

Overcrowding and Underutilization Considerations

Adapted from the Structures Panel Options, June 1990.

> "The need for healthful school surroundings....is not only just a physical need; it is absolutely and unequivocally an educational need as well. Academic excellence is best achieved when the physical conditions for learning are also excellent."[1]

PREAMBLE

Schools are an integral part of their neighborhood and the larger community. As conduits for educational service, they have the potential to function as community learning centers. To fulfill the educational needs of the neighborhood and larger community, school facilities must be optimally utilized, efficiently maintained and effectively managed. They must be safe, clean, accessible, well-equipped and resources must be allocated to achieve quality education for all students in the district.

OPTIONS

Options are proposed here which address real property assets, overcrowding and underutilization of facilities, surplus properties and facilities needs.

STRATEGIC PLAN

The OUSD central administration staff is in the process of developing a five-year educational and fiscal recovery plan. It must incorporate a strategic plan for property management and asset development that supports the educational objectives and addresses the financial needs of the district to carry out its educational mission. The plan must seek to maximize the utilization of existing facilities and maximize the revenue from surplus properties, while taking into account the unmet and long-term educational needs of the K-12 population and the population underserved by OUSD Child Development Centers and Adult Education Programs. This strategic plan should be implemented by district staff, contractors and consultants, in accordance with the five-year recovery plan.

OPTION S1. Administrators, teachers, staff, students and parents at each school site can contribute valuable information to the process by completing a survey designed to assess the school-neighborhood environment. The school-neighborhood

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1 Kenneth H. Hansen, Public Education in American Society, 2nd ed., (Englewood Cliffs, N.J. Prentice-Hall, 1956) p.98.

survey would be designed to allow students, teachers, staff and parents to assess safety in the school, opportunities for after-school activities, conditions on the walk or ride to school, etc. Results could be communicated at the site and more broadly through a public exhibit.

REAL ESTATE/ASSETS

OPTION S2. The strategic plan must include a schedule to inventory all OUSD sites including school and administration sites. The inventory must be designed to assess a number of elements on a site by site basis, such as:

Real Estate Assets
- o location and value of land
- o clarification of legal title
- o status and value of structures and facilities on land
- o rezoning potential for development and/or alternative use

Environment
- o internal and external environmental studies (traditional environmental impact, hazardous waste, earthquake, asbestos, etc.)

Maintenance
- o structural maintenance, upgrading or renovation needs.

Physical Capacity
- o capacity (classroom, grounds, non-classroom space) as it relates to current and projected enrollment. Example: assess site capacity with portables, capacity of site to accommodate portables, capacity of site to modify existing structures

Other
- o utilities expense and use audit
- o equipment replacement/purchase

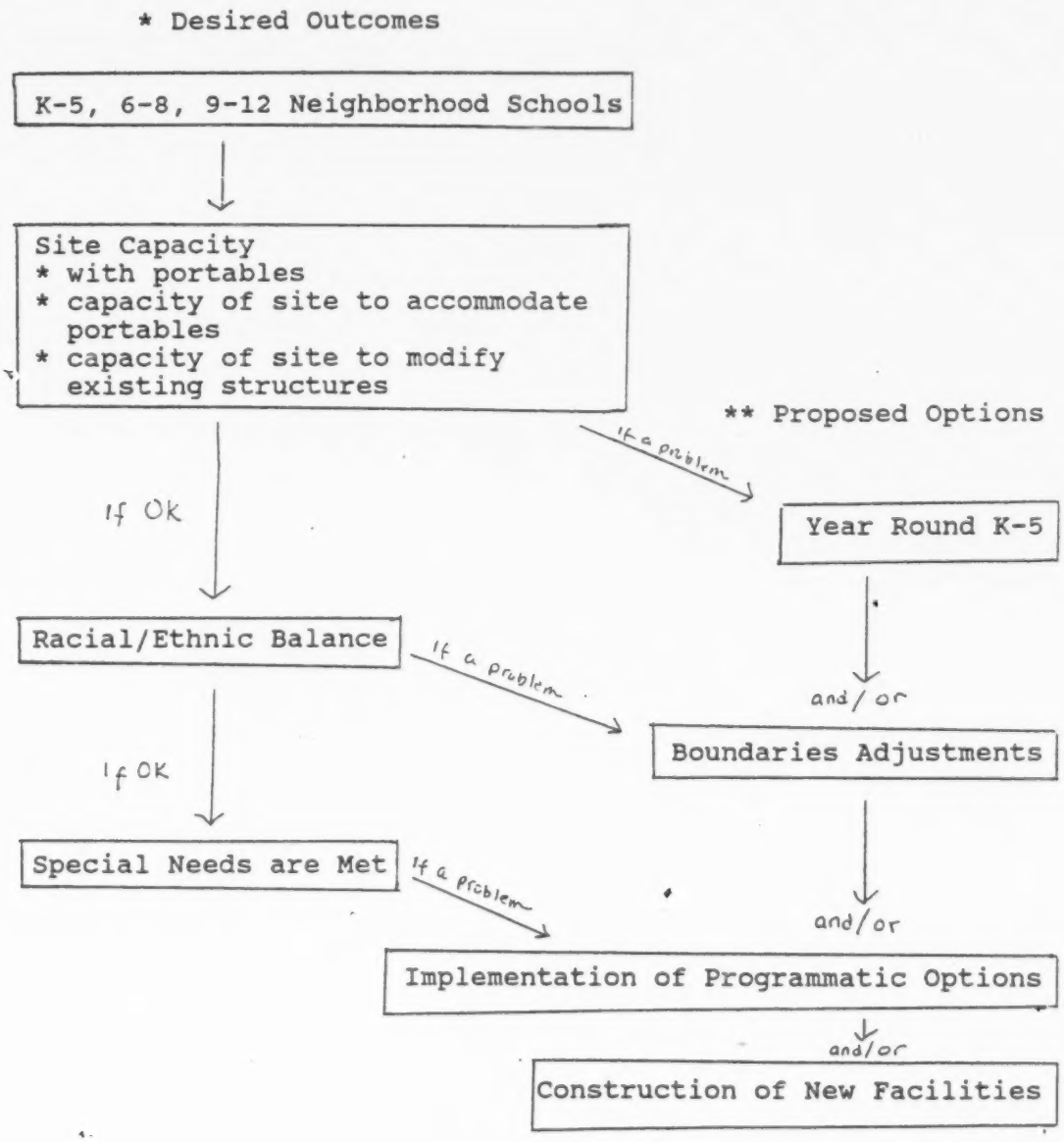
UTILIZATION OF FACILITIES

OPTION S3. The strategic plan must address the long-term and short-term facilities needs of the district. It must include a viable process to alleviate overcrowding and underutilization of school facilities throughout the district, as an immediate objective. No school should be overcrowded or have too few students to support a comprehensive curriculum, nor should class size, school safety, or site management be compromised by conditions that jeopardize the delivery of quality

educational services. Planning should also address the broader long-term objective of ensuring all students school facilities conducive to learning.
To address severe overcrowding and underutilization of school sites, the plan must include measures to regulate student mobility in order to encourage neighborhood school attendance, allow for optimum utilization of school facilities, reduce overcrowding, minimize racial isolation, serve special needs populations and result in a more even allocation of students, programs and resources throughout the district.

Panelists concluded that no one option will alleviate severe overcrowding or underutilization. Therefore, the panel proposes a series of options. The diagram which follows illustrates the series of options proposed:

The diagram which follows illustrates the series of options proposed:



* Conditions that must be satisfied
** May be applied singly or in combination to alleviate overcrowding in school sites

OPTION S4. Grade reconfiguration is one option which would have a broad impact on overcrowded and underutilized school sites throughout the district. In addition, it is sound educational policy to adopt uniform grade configurations throughout the district. Such a policy would also be a fundamental part of the overall plan to reduce overcrowding and underutilization of school facilities. The panel proposes that strategies be implemented to make all elementary schools K-5, middle schools 6-8 and high schools 9-12. This proposed configuration is based on research drawn from the State Department of Education 1987 report, *Caught in the Middle.*

This report states that students in grades 6-8 have much in common in terms of physical, psychological, social and intellectual development. Furthermore, a three year time frame allows an opportunity for building strong, positive relationships among students and staff. This bonding is critical to healthy intellectual and emotional development and sets the stage for future academic success and social development for young adolescents. It provides for an orderly education transition based on developmental characteristics. Finally, the organization of secondary curriculum sequences more logically follows a four year pattern and corresponds more closely with the satisfaction of college entrance requirements.

This proposed grade reconfiguration would help achieve the following objectives:

a. Constitute an organizational framework within which to provide a sound, uniform educational program.

b. Improve allocation of human, material and physical resources.

c. Reduce student mobility based on perceptions of inequality.

d. Strengthen coordination and integration of programs and services.

e. help create the ideal physical environment by reducing overcrowding.

In organizing the district to achieve uniform grade configurations, specific criteria would be applied at each school site to assess capacity with portables, capacity of site to accommodate portables and/or modify existing structures.

APPENDIX D

How's and Why's of School Finance

THE HOW'S AND WHY'S OF SCHOOL FINANCE[1]

INTRODUCTION

While in most states financing for schools depends largely on local property or income taxes, in California state government provides the bulk of school revenue. The system of state control arose from a lawsuit which challenged the disparities in school revenue between wealthy and less affluent communities. In 1976 the California Supreme Court declared these revenue disparities unconstitutional. The new system lodges control in state government. It brought increased equity, but decreased predictability, since local education funding depends on the annual state budget process. The unpredictability of future revenue makes it difficult for school districts to enter purchasing agreements and employee contracts (usually multi-year contracts); to cope with the rising costs of personnel, utilities, and equipment; to address long-term needs such as facilities maintenance; and generally, to balance the budget and plan effectively. Figures 1 and 2 show 1988-89 revenues and expenditures of the Oakland Unified School District.

Moreover, California does not provide the same level of funding per student as other large states such as New York and Massachusetts (see Figure 3).

The public often believes that lottery funds provide a major source of revenues to school districts, but in reality this provides only $150-$175 dollars per student (out of a total of $3,840 per student, as compared to $7,151 in New York and $5,471 in Massachusetts). The costs of educational materials, equipment, and salaries far exceed lottery revenues.

RESTRICTED/UNRESTRICTED FUNDS

Unrestricted money can be spent according to the district's own decisions and plans. All school district funds are either restricted or unrestricted funds. If the funds are restricted the district must spend the money for specific purposes as determined in state and federal laws and regulations. Districts receive a significant portion of their budgets in restricted funds.

REVENUE LIMIT DATA SOURCES

School districts receive the majority of their state funds through a formula calculation called the Revenue Limit. Each school district has a "base" revenue limit which was

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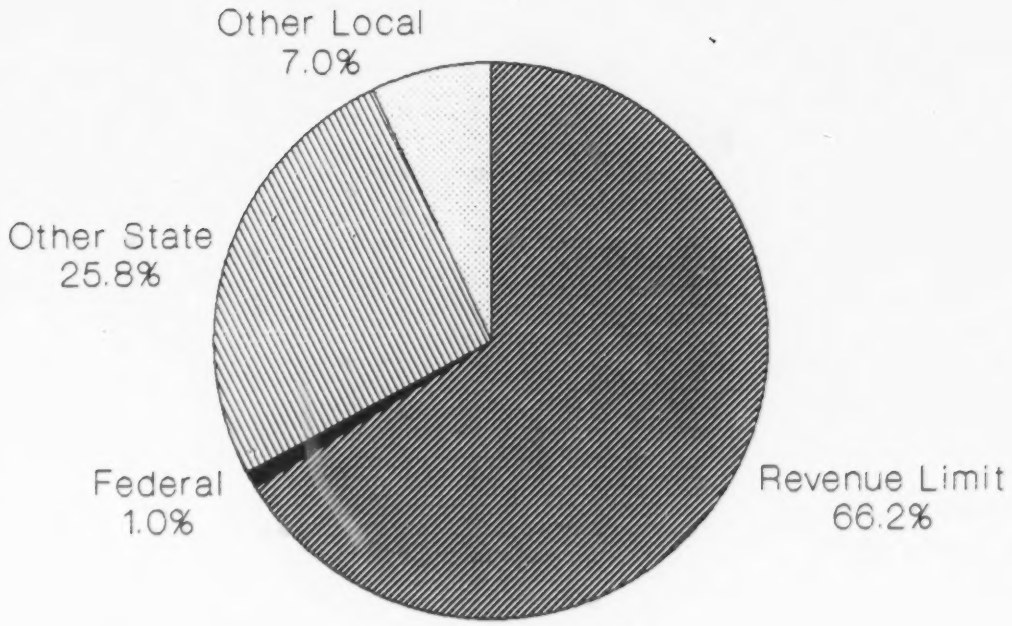
1 Adapted form a report prepared by Jackie Lamb.

Oakland Public Schools
1988-89 Revenue

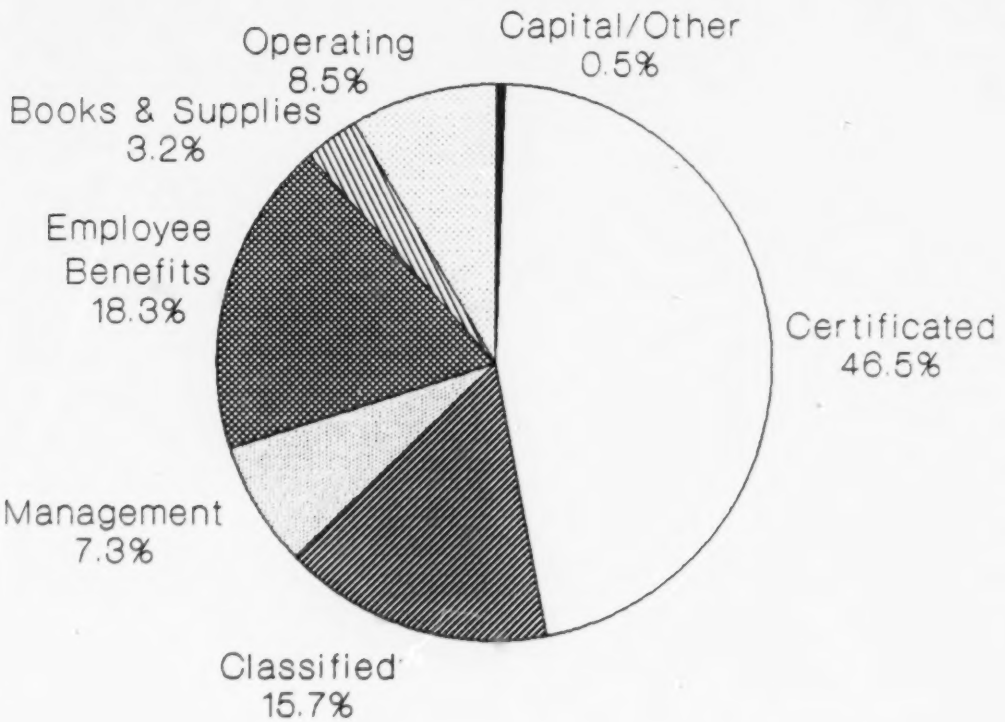
General Fund Excluding Other Sources/Uses



SOURCE: COMPARATIVE ANALYSIS OF DISTRICT INCOME AND EXPENDITURES FOR 1990, School Services of California, Inc.

Oakland Public Schools
1988-89 Expenditures

General Fund Excluding Other Sources/Uses



SOURCE: COMPARATIVE ANALYSIS OF DISTRICT INCOME AND EXPENDITURES FOR 1990, School Services of California, Inc.

THE NATION'S REPORT CARD

	HIGH SCHOOL GRADUATION RATE, 1988 (rank)		SAT OR ACT SCORES,* 1989 (rank)		AVERAGE TEACHER SALARY, 1989 (rank)		PUPIL/ TEACHER RATIO, 1989 (rank)		EXPENDITURES PER PUPIL, 1988 (rank)		TEACHER SALARIES AS % OF TOTAL SCHOOL EXPENDITURES, 1988(rank)		COMPETENCY TEST REQUIRED FOR GRADUATION
ALABAMA	74.9	(23)	17.9	(19)	$25,190	(37)	18.7	(43)	$2,718	(48)	48.4	(2)	YES
ALASKA	65.5	(43)	17.9	(19)	$41,693	(1)	17.0	(26)	$7,971	(1)	33.5	(51)	NO
ARIZONA	61.1	(48)	19.0	(12)	$28,684	(23)	18.2	(37)	$3,744	(34)	43.2	(22)	NO
ARKANSAS	77.2	(17)	17.6	(25)	$21,692	(50)	15.7	(15)	$2,989	(47)	46.6	(3)	YES
CALIFORNIA	65.9	(42)	906	(5)	$35,285	(5)	22.7	(50)	$3,840	(31)	38.7	(42)	YES
COLORADO	74.7	(24)	19.6	(5)	$29,558	(17)	17.8	(34)	$4,462	(16)	39.2	(38)	NO
CONNECTICUT	84.9	(7)	908	(4)	$37,339	(3)	13.1	(1)	$6,230	(4)	43.3	(20)	NO
DELAWARE	71.7	(32)	903	(8)	$31,605	(11)	16.4	(23)	$5,017	(11)	39.6	(37)	NO
FLORIDA	58.0	(51)	887	(15)	$26,648	(30)	17.1	(28)	$4,092	(25)	40.2	(34)	YES
GEORGIA	61.0	(49)	847	(19)	$28,038	(25)	18.5	(41)	$3,434	(39)	44.2	(14)	YES
HAWAII	69.1	(38)	888	(14)	$30,778	(15)	21.1	(49)	$3,919	(29)	37.6	(44)	YES
IDAHO	75.4	(22)	19.1	(9)	$22,860	(44)	20.6	(48)	$2,887	(49)	43.6	(16)	NO
ILLINOIS	75.6	(21)	18.8	(16)	$31,195	(13)	17.1	(28)	$4,369	(19)	45.0	(9)	NO
INDIANA	76.3	(19)	871	(18)	$28,664	(24)	17.8	(34)	$3,794	(32)	43.6	(16)	NO
IOWA	85.8	(5)	20.1	(1)	$25,884	(33)	15.8	(16)	$4,124	(24)	40.4	(32)	NO
KANSAS	80.2	(9)	19.1	(9)	$27,401	(27)	15.2	(12)	$4,076	(26)	44.2	(14)	NO
KENTUCKY	69.0	(39)	17.8	(22)	$24,920	(40)	17.8	(34)	$3,011	(46)	49.8	(1)	NO
LOUISIANA	61.4	(47)	17.1	(27)	$22,470	(45)	18.2	(37)	$3,138	(43)	40.0	(35)	YES
MAINE	74.4	(25)	897	(10)	$24,933	(39)	14.6	(7)	$4,258	(20)	40.7	(30)	NO
MARYLAND	74.1	(26)	914	(3)	$33,700	(8)	16.8	(25)	$5,201	(9)	40.4	(32)	YES
MASSACHUSETTS	70.0	(35)	905	(6)	$31,670	(10)	13.7	(5)	$5,471	(6)	44.4	(12)	NO
MICHIGAN	73.6	(29)	18.6	(18)	$34,419	(6)	19.8	(45)	$4,692	(15)	38.0	(43)	NO
MINNESOTA	90.9	(1)	19.7	(4)	$31,500	(12)	17.0	(26)	$4,386	(18)	42.9	(25)	NO
MISSISSIPPI	66.9	(40)	15.9	(28)	$22,036	(47)	18.4	(39)	$2,548	(50)	45.9	(4)	YES
MISSOURI	74.0	(28)	19	(12)	$25,981	(32)	15.9	(18)	$3,786	(33)	45.6	(5)	NO
MONTANA	87.3	(4)	19.8	(3)	$24,414	(41)	15.8	(16)	$4,246	(21)	38.8	(41)	NO
NEBRASKA	85.4	(6)	19.6	(5)	$24,203	(42)	15.0	(10)	$3,943	(28)	41.0	(29)	YES
NEVADA	75.8	(20)	19	(12)	$28,840	(22)	20.3	(46)	$3,623	(36)	43.2	(22)	NO
NEW HAMPSHIRE	74.1	(26)	932	(1)	$26,703	(29)	16.2	(22)	$4,457	(17)	37.0	(46)	NO
NEW JERSEY	77.4	(15)	894	(12)	$32,923	(9)	13.6	(3)	$6,364	(3)	37.0	(46)	NO
NEW MEXICO	71.9	(31)	17.8	(22)	$25,205	(36)	18.5	(41)	$3,691	(35)	41.6	(28)	YES
NEW YORK	62.3	(46)	890	(13)	$36,500	(4)	14.9	(9)	$7,151	(2)	37.1	(45)	YES
NORTH CAROLINA	66.7	(41)	836	(22)	$25,650	(34)	17.5	(31)	$3,368	(41)	45.0	(9)	YES
NORTH DAKOTA	88.3	(2)	18.7	(17)	$22,249	(46)	15.4	(13)	$3,519	(38)	43.4	(19)	NO
OHIO	79.6	(10)	19.1	(9)	$29,152	(20)	17.6	(33)	$3,998	(27)	43.3	(20)	NO
OKLAHOMA	71.7	(32)	17.7	(24)	$22,000	(48)	16.5	(24)	$3,093	(44)	44.9	(11)	NO
OREGON	73.0	(30)	927	(2)	$29,500	(18)	18.4	(39)	$4,789	(13)	38.3	(50)	YES
PENNSYLVANIA	78.4	(14)	886	(16)	$30,720	(16)	15.9	(18)	$4,989	(12)	39.7	(36)	NO
RHODE ISLAND	69.5	(36)	895	(11)	$34,233	(7)	14.5	(6)	$5,329	(7)	45.5	(6)	NO
SOUTH CAROLINA	64.6	(45)	838	(21)	$25,060	(38)	17.2	(30)	$3,408	(40)	45.3	(7)	NO
SOUTH DAKOTA	79.6	(10)	19.4	(7)	$20,480	(51)	15.4	(13)	$3,249	(42)	41.9	(27)	NO
TENNESSEE	69.3	(37)	17.9	(19)	$25,619	(35)	19.3	(44)	$3,068	(45)	43.1	(24)	YES
TEXAS	65.3	(44)	877	(17)	$28,513	(31)	—	(—)	$3,608	(37)	44.3	(13)	YES
UTAH	79.4	(12)	18.9	(15)	$23,023	(43)	24.5	(51)	$2,454	(51)	40.7	(30)	NO
VERMONT	78.7	(13)	905	(6)	$26,861	(28)	13.6	(3)	$5,207	(8)	36.8	(48)	YES
VIRGINIA	71.6	(34)	902	(9)	$29,056	(21)	16.1	(21)	$4,149	(23)	43.6	(16)	YES
WASHINGTON	77.1	(18)	—	(—)	$29,176	(19)	20.4	(47)	$4,164	(22)	36.4	(49)	NO
WASHINGTON, D.C.	58.2	(50)	846	(20)	$37,504	(2)	13.3	(2)	$6,132	(5)	45.3	(7)	YES
WEST VIRGINIA	77.3	(16)	17.4	(26)	$21,904	(49)	15.1	(11)	$3,858	(30)	39.1	(39)	NO
WISCONSIN	84.9	(7)	20.1	(1)	$31,046	(14)	16.0	(20)	$4,747	(14)	42.6	(26)	NO
WYOMING	88.3	(2)	19.4	(7)	$27,685	(26)	14.6	(7)	$5,051	(10)	38.9	(40)	NO
AVERAGE	71.1		903/18.6		$29,567		17.4		$4,243		41.3		

*SAT scores range from 400 to 1600; ACT scores from 1 to 36.

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established in 1972-73 and is adjusted annually according to student "average daily attendance" (ADA). This revenue is unrestricted.

Although the state provides funds based on the number of students actually attending, school districts must provide facilities, staff, materials and supplies **based upon enrollment and not attendance.** Therefore, when students do not attend school these costs must be paid for with fewer revenues. Parents and community members can assist local educational funding by making sure children go to school each day unless they are ill and by providing the school with a note each time children miss school due to illness.

BUDGET RESERVES

School district budgets must include reserve amounts for categories such as Economic Uncertainty and Self-Insurance. This means that each year the Board of Education must place money into reserve for these purposes. The Economic Uncertainty money can be used during the year for unexpected expenditures, but must be replaced by the end of the budget year.

STATE AND FEDERAL FORMULA REVENUES

I) STATE REVENUE

PROPOSITION 98

In 1989-90 the voters approved Proposition 98 which requires that approximately 40% of the state budget be allocated to education. It was hoped that this would provide a stable source of funding which would allow districts a better basis for planning and spending. However, in the 1990-91 state budget process, the governor "set aside" a portion of the education monies. It is now clear that Proposition 98 funds will not introduce more certainty into the annual education funding process.

CATEGORICAL FUNDING

In addition to ADA revenue, districts receive federal and state funds under several different programs provided to address specific needs of designated groups of students.

These monies must be used as a supplement to the basic district funding to provide educational services and time to students who qualify. In other words, these funds cannot be used to pay for a district's regular educational program. The major categorical programs are listed below, according to available state dollars for the program, with the highest cost programs listed first:

- Special education (for students with learning disabilities, with emotional needs which interfere with their learning, physically or mentally challenged students).
- Desegregation
- State Teacher Retirement System
- Child Care
- Transportation
- Adult Education
- SIP (School Improvement Program)
- Regional Occupational Centers/Programs (ROC/P)
- Economic Impact Aid (EIA) (provided on a per-pupil basis for students whose achievement is below the state average attending schools where AFDC recipiency is above average for district).
- Supplemental Grants
- Instructional Materials
- Mentor Teachers
- Child Nutrition
- Year Round School Incentives
- GATE (Gifted and Talented Education)
- Driver Training (will not be funded in 1990-91)

- o Miller-Unruh Reading
- o Drug and Alcohol Abuse/Prevention
- o Dropout/High Risk Youth Programs
- o Vocational Education
- o 10th Grade Counseling
- o Administrator Training/ Evaluation
- o Demonstration Programs Reading/Math
- o Small District Bus Replacement
- o Agricultural Vocational Education/Incentive
- o Indian Education Programs/Centers
- o Specialized Secondary School Programs
- o Staff Development

TOBACCO USE PREVENTION

The tobacco tax provides school districts with funding for tobacco use prevention programs. In 1990-91 districts will receive $6.07 per prior year ADA. In recent years the revenue produced by this tax has been declining as tobacco sales have declined. In 1988-89 cigarette sales fell by 11% and another 6.8% in 1989-90, compared to an annual decline of only 3.6% from 1982-88. This decline precludes tobacco tax monies as a stable funding source for school programs.

DRUG AND ALCOHOL ABUSE PREVENTION

School districts receive funding for drug and alcohol prevention programs. One of these is called Drug Free Schools. Priority must be given to students targeted as at high risk of abusing drugs or alcohol. Revenues for this program grew by $14 million in 1990-91; this additional money must be targeted to EIA students (see description above) during 1990-91.

Another program administered by the Office of Criminal Justice Planning, entitled Comprehensive Alcohol and Drug Prevention Education (CADPE), will provide $20 million in 1990-91 for programs operated in grades 4-6. Another $2 million for 4 pilot projects in Alameda and Los Angeles Counties for K-3 programs and Orange and San Francisco Counties for grades 7-8 programs will be available in 1990-91. County offices of education will have $7.8 million for drug education for high risk students. Districts must compete for each of these grant opportunities.

LEROY GREEN STATE REVENUE (LEASE/PURCHASE)

This program is administered by the Office of Local Assistance and the State Allocation Board to provide funds to local school districts for the modernization and construction of facilities. Districts must develop an overall five year facilities plan and then detailed plans for specific projects. Plans are submitted to the state for approval and are divided into three phases for funding. These funds are provided through state-wide bond elections which are voted for in state elections. The state has warned that it is reaching the cap for the level of indebtedness through bond. This is troublesome, as all of the current school building funds have been allocated to districts. New projects will have trouble being funded until the state can authorize more state bond elections. Growth mostly in southern California districts has caused a very large demand for these funds.

2) FEDERAL REVENUE

School districts receive federal funds which in most cases are transferred through the State Department of Education. All federal programs are categorical programs. The major federal programs are:

- Child Nutrition
- ECIA, Chapter 1 (for educationally disadvantaged and limited-English speaking children)
- Special Education (P.L. 94-142, entitlement program for exceptional students)
- Vocational Education
- Impact Aid (provided to districts close to or on federal property)

- o ECIA, Chapter 2 (30 categorical programs combined into one block grant)

- o Refugee and Immigrant Programs

Funding for these programs is dependent upon the eligibility of students and federal approval of district plans and programs.

In order for districts to receive their full allocation the programs must meet state mandates. Only those children who qualify can be served by these programs. These and other state categorical programs are audited by the state every few years to determine the adequacy and legitimacy of district programs.

3) **REVENUES WITH LOCAL CONTROLS**

PARCEL TAX

School districts can ask local voters to approve a tax per parcel for any specified purpose. Parcel taxes can be dedicated on the ballot as specified by the district. Recent parcel tax elections outside of Oakland have been designed to maintain or improve programs, reduce class size, add instructional materials, or to fund libraries.

A fee per parcel is determined prior to the election and is stated on the ballot, such as $75 per parcel. The measure must be approved by 2/3 of the votes cast. The advantage of a parcel tax is the ability of the district to determine the purpose for the funds and the amount per parcel. The disadvantage is that it is very difficult to receive a 2/3 vote. School districts who have been successful in obtaining a parcel tax have planned far in advance, employed campaign consultants, and have organized intensive campaigns.

MELLO-ROOS

A Mello-Roos election is a tax levied upon a specific geographical area of a community. Generally, it is a small geographical area, with a few major developments. Only property owners in the affected area vote in the election. It requires 2/3 voter approval. The advantage of a Mello-Roos election is the flexibility in determining the tax rate and the ability to tailor the tax and area to be taxed. A major disadvantage is the higher assessment per voter as fewer properties are included. Because this type of tax election is unfamiliar to voters it requires a great deal of effort to pass.

DEVELOPER FEES

School districts may collect fees from developers of new developments when districts can show that a development has an impact on school enrollment. The funds received must be used for the construction of school facilities. It is also possible for a district to collect a developer fee from homeowners when they increase the total square footage of their home if a district can show that the construction will increase the number of children attending school. This type of developer fee has been used in areas where families with small homes add new bedrooms instead of buying larger homes. Districts may not seek fees for construction costing less than $20,000. Developer fees do not require voter approval. However, the funds may be subject to a state "Match Share" requirement for school construction.

Collecting developer fees also requires much time and attention by a district's administrative staff, especially legal staff, because developers often contest the fees. Many school districts have been more successful in persuading developers to make contributions rather than assessing fees.

CERTIFICATES OF PARTICIPATION (COPS)

Districts can borrow money through the use of Certificates of Participation if they have the ability to repay. These funds can be used only for capital improvement and purchases, e.g., construction of facilities, purchase of data processing system. The on-going, day-to-day operation of the district cannot be funded with this money. COPS loans bear high interest rates.

GOVERNMENT BONDS

With approval of 2/3 of voters a school district may sell bonds to purchase or improve property. Bonds generally bear low interest rates. Bonds are helpful to districts when they need to build a new school or undergo significant modernization. Again, these funds cannot be used for the operations of the district.

REDEVELOPMENT FUNDS

Local redevelopment agencies receive a portion of the local tax for planned activities. School districts argue that this process influences their basic funding from the state therefore they too have a legal right to be included in redevelopment. School districts in Southern California have for the last ten years been involved in redevelopment plans. However, Northern California districts are just beginning to participate. It is not a commonly accepted practice to use these funds for general operations; they are usually used for special projects or building programs.

Redevelopment funds must be used in geographical areas targeted in the redevelopment plan. For school districts to have access to redevelopment funds, they must engage in the local redevelopment planning (or plan amendment) process.

SALE/LEASE/RENTAL OF PROPERTY

School property which is not being used or is under-utilized often represents an excellent source of revenue. Funds from the rental, lease, or sale of school property may be used for a variety of purposes, including deferred maintenance and improvement of facilities. In many cases school districts have deposited proceeds from sales or rentals and have used the interest income to assist in funding district operations.

APPENDIX E

Participants and Support Acknowledged

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Panelists

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Isaiah Alvarado
Jose Arce
Jose Arredondo
Gordon Baranco
Lynn Baranco
Don Barber
Angela Blackwell
Anne Bouie Wilson
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Margaret Butz
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Wilma Chan
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June Isaacs Elia
Kitty Kelly Epstein
Thelma Farley
Constance Fay
Lily Wong Fillmore
Gwen Foster
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Pat Jones
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